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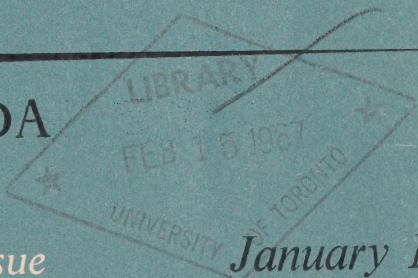


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In this Issue

January 1967

MR. MARTIN VISITS POLAND, THE SOVIET UNION AND ITALY

RECENT EMINENT VISITORS TO CANADA

INDEPENDENCE OF BARBADOS

COLOMBO PLAN CONSULTATIVE COMMITTEE

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EXTERNAL AFFAIRS

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Mr. Martin Visits Poland, the Soviet Union and Italy

THE Secretary of State for External Affairs, the Honourable Paul Martin made an official visit, which lasted from November 4 to 16, to Poland, U.S.S.R. and Italy. On November 17, in the House of Commons, he made a statement concerning the visit, in the course of which he said that he had cordially received and expressed his thanks to the Governments of Poland, Soviet Union and Italy for their invitations.

Mr. Martin went on to say :

"The leaders in Poland and in the Soviet Union listened to the Canadian views I presented. I think we made progress on a number of bilateral matters. On some major international issues there was evidence of common interests. However, I would not want to hide the fact that there is still a considerable distance between us in many areas.

"In all three countries, while my most extensive discussions were with Foreign Ministers, I also had an opportunity to meet and talk with many other leaders. In Poland, I was taken by the Foreign Minister for a talk with the Prime Minister and later with the Chairman of the Council of State, President Ochab. In the Soviet Union I talked with President Podgorny, Prime Minister Kosygin, the First Deputy Prime Minister Mr. Polyansky, who was in Canada during last summer, and with General Secretary Brezhnev. Finally, in Italy I was able to exchange views with President Saragat, Prime Minister Moro and Deputy Prime Minister Nenni."

Poland

"The Polish Government," Mr. Martin went on, "is desirous of settling the long outstanding matter of the claims of certain Canadians arising out of post-war nationalization, and in the very near future we expect to enter into detailed negotiations to that end."

U.S.S.R.

"We have agreed with the Soviet Union," Mr. Martin stated, "to enter into early negotiations for the conclusion of a comprehensive agreement on cultural, scientific and technical exchanges in order to ensure better reciprocity and to raise further the level of mutually beneficial exchanges between the two countries. We have also agreed on the opening of a Soviet consulate general in Montreal to deal with the growing flow of trade and persons both ways. It was agreed that Canada has the right to open a comparable office in the U.S.S.R. whenever it wishes.

"It is true, as news reports stated, that Mr. Gromyko raised with me the questions of the extradition of alleged 'war criminals' and the so-called 'anti-Soviet campaign' in Canada. I explained to him the Canadian law on the former subject, law designed to protect the individual against arbitrary action. On the other hand, I made it clear that there was not and had not, as suggested, been any 'anti-Soviet campaign' inspired or encouraged by the Canadian Government. I pointed out that Canada is a free country and that the Government is not in the control of the news media.

"I also urged Prime Minister Kosygin, on humanitarian grounds, to continue facilitating the movement of close relatives from the U.S.S.R. to Canada in order to assist the reunification of families. I have every hope that there will be an amelioration in the reunification of families as a result of what Mr. Kosygin said to me. I sought to impress on him how much this means to Canadians who come from that part of the world.

In Italy, needless to say, my talks took place in the very easy and open atmosphere to which we have long been accustomed in our relations with Italy, our friend and ally. We were readily able to reach agreement on some of the more delicate matters, and in large measure we found ourselves in agreement on international issues.

"I was happy to explain to Italian Government leaders the implications of the recent White Paper in regard to immigration from Italy, and to assure them of our great appreciation of the contribution made by the Italians who have already come to Canada and our hope and desire that the flow should continue. I signed with Mr. Fanfani, Foreign Affairs Minister, an exchange of letters providing for the creation of a Canadian Institute in Rome. This, and the cultural agreement on which we agreed to open negotiations soon, will help greatly to enhance cultural and academic exchanges between Canada and Italy."

United Nations Problems

"In all three capitals," Mr. Martin said, "I held useful discussions on the current problems before the United Nations and on the efforts being made at the Eighteen-Nation Disarmament Committee and elsewhere to achieve certain partial measures of disarmament as tangible steps toward our objective of general and complete disarmament. I do not, of course, intend to report on the policy positions of the various countries I visited with respect to these several questions. That is for them to do. But I did find everywhere a recognition of the importance of the further strengthening of the United Nations. I explained the Canadian stand on some of the current subjects before the organization, particularly our hope that this Assembly will be able to come to some agreement on peace keeping. Mr. Gromyko raised with me his Government's interest in the item of non-intervention in the internal affairs of other countries, and I assured him of our general

agreement with this standard of international conduct, as well as our support for the principle of the self-determination of peoples.

Disarmament

"The Polish and Soviet Governments, I conclude, are anxious, as we and the Italians are, about the possible further proliferation of nuclear weapons in the world. There have been recent bilateral discussions between the United States and the U.S.S.R. on the subject of non-proliferation, and the Soviet side assured me that they are anxious to arrive at a treaty in this respect. I already learned from my talks with Secretary of State Rusk that this continues to be the policy of the United States. If this were achieved, it would be a very important step which would undoubtedly contribute toward the reduction of tensions in Europe and other parts of the world.

European Security

"I confirmed by my talk in Poland and the Soviet Union that there is in all European countries a desire to work for a further *détente* in Europe and an improvement in the atmosphere there in order to create conditions for a satisfactory settlement of the outstanding European problems. I pointed out that as a NATO member, this was very much the Canadian view.

"In all of my discussions I made it clear that Canada continued to support the principles of the North Atlantic Treaty Organization and that it should not be concluded, because we were disposed to seek the best possible relations with all countries, including the two with whom I was first having discussions. In no way there was a lessening of our interest in and of our support for the Organization and the alliance.

"It would not be realistic to expect an easing of the tensions quickly. Increasing contacts between East and West, such as the official visits which we have just made, will certainly help. I strongly believe that this is the desire of the countries I visited. I emphasized the Canadian conviction that our friends and ally, the Federal German Republic, was genuinely anxious to improve relations with the Eastern European countries and to make its contribution to the *détente*."

Vietnam

Mr. Martin spoke at some length on the Vietnam problem. "Let me make that quite clear," he said, "that I took with me to Warsaw and Moscow no simple magic formula to bring about an end to the war. This is an infinitely complicated situation. There is no magic formula, and I made that very clear to the people with whom I spoke. I put forward Canadian views repeatedly in great detail, and I explained forcefully, on the basis of our very intimate knowledge of the United States and its policies, and on the basis of our abiding friendship with that country, why certain oversimplified suggestions which have been put forward

time to time for ending the war were not the most realistic way of moving toward a settlement, quite apart from the view one might hold as to the merits of the case. I refer, of course, to the proposal for a unilateral decision to stop bombing of North Vietnam unconditionally and for good, without any obligation as to what the other side might do in return, to start toward de-escalation of the conflict or toward negotiations.

"It was suggested that Canada might exert its influence, raise its voice, in order to bring about an end to the bombing. I pointed out that there was an obligation not only on Canada but on all countries to do all they could with other countries with which they have special relations, in an attempt to bring about at least a preliminary basis for negotiation.

"I put forward in considerable detail to the Polish and Soviet leaders Canadian views on the possible future role of the Vietnam Commission, and I made suggestions as to steps which might be taken to lead us away from a military and toward a political settlement.

"Our views were listened to most carefully. I am sure that they will be considered attentively in Warsaw and Moscow, just as we will seriously study the positions they took, and I hope that this in itself will be a modest contribution towards a solution. I cannot say that I detected the prospect of any immediate change in the views of these two Communist powers whose interests are so deeply engaged in the Vietnam question, but I am convinced that they are anxious of reaching a peaceful settlement, amongst other reasons for the beneficial effect this will have on East-West relations in general. Thus, despite very substantial differences between us, there seems to be some identity of view as to the desire to see the conflict brought to an end.

"Our discussions were more detailed in respect of Vietnam than any other subject. I outlined the Canadian Government's objectives for the Commission and our other efforts to secure peace. I listened to the reactions, particularly from the Government of Poland, to the Canadian views regarding the role of this Commission.

"This was my first visit to Poland and to the Soviet Union. Even after a brief visit, I think the forces which help to shape the policies of their governments are more clearly discernible. I saw the reconstruction of the historic city of Warsaw, so hideously scarred by war. I saw ancient Krakow and the horror that was Auschwitz, now silent witness to the massacre of how many millions of Jewish people.

"I saw Moscow, the vibrant capital of one of the most powerful countries on earth. I saw Leningrad, that creation of Peter the Great, which lost almost a million of its inhabitants in 900 days of wartime siege. And had it not been for bad weather I would have seen Kiev, the historic capital of the Ukraine.

"As I visited all these places and talked with their people, I further confirmed my assessment of what is taking place in Eastern Europe — and I am sure there is certainly change afoot. My thoughts also turned instinctively to the

hundreds of thousands of people in Canada of Polish descent, of Ukrainian and of Russian descent. I understood their love for the countries from which they and their ancestors came, and I understand better some of the sources of the great contributions which they have brought to Canada."

Audience with the Pope

"When the Archbishop of Canterbury came to Ottawa a few weeks ago," Martin said, "I had the opportunity of discussing with him, as I have with other great religious leaders, the important role which can be played by the heads of vital bodies in the world. I felt I was honoured to be received in Rome by His Holiness the Pope, and was again impressed by his wise and compassionate understanding of the troubles of the world as well as by his great spirit of ecumenism, which has done so much to bring the Christian churches closer together. He commended the efforts of Canada to bring about peace. He was well briefed in respect of what we have been trying to do through the Vietnam Commission. I told him that the leadership which he and other religious leaders were continuing to give to international collaboration met with wide support and appreciation in Canada. I can only say that I have the strong hope that my talks with the Pope, as with the other leaders, will be shown to have yielded productive results.

"I have appreciated from time to time the visits to Ottawa of foreign ministers from many governments, and I particularly appreciated the discussions I had with Mr. Rapacki, Mr. Gromyko and Mr. Fanfani and the members of the ministries in which they serve.

I thank the Government of Poland, the Government of the Soviet Union and the Government of Italy for the way in which the Canadian representative was received in those countries. No matter what our ideological differences may be, I am sure that, if we have determination — all of us in this Parliament and in every Parliament in the world —, we can promote conditions which will lead to lasting peace. That was the purpose of my visit. While I did not at any time expect that I would return with great solutions, I feel as strongly as I possibly can that the further understanding of some of these problems and positions resulting from my visits will have constructive consequences and will, I hope, help in an improvement of the international problems facing the world at this very difficult time."

Recent Eminent Visitors to Canada

President Kaunda of Zambia

President Kenneth Kaunda of Zambia recently visited Ottawa informally on November 17 to 19 accompanied by the Minister of Finance, Mr. Arthur Meighen, the Minister of Agriculture, Mr. E. H. K. Mudenda, and various officials. The President came to Ottawa following a brief visit to New York, where he addressed the United Nations General Assembly. The purpose of his visit was to discuss matters of common concern with the Prime Minister and the Secretary of State for External Affairs, the Honourable Paul Martin. Discussions covered Commonwealth matters, especially the Rhodesian situation, and the problems of southern Africa in general. The Zambian ministers called on the Minister of Trade and Commerce, the Honourable Robert Winters, to discuss Zambian-Canadian trade and invited a Canadian trade mission to visit Zambia soon to explore the prospects for increasing this trade. Members of the Zambian delegation discussed aid to Zambia with the Director-General of the External Aid Commission, who called on President Kaunda.

After his stay in Ottawa, the President, accompanied by the Secretary of State for External Affairs, visited Windsor on November 19, where he received an honorary Doctorate of Law from the University of Windsor. A friendly relationship exists between the University and the Zambian Government. Dr. J. H. Phillips, a Professor of Economics from the University, is currently the President's Economic Adviser and, last summer, Professor White of the University's Political Science Department spent three months in Lusaka on a special assignment with the Cabinet Office of the Zambian Government.

Special Problems Stressed

In his press conference in Ottawa and in his speech to the convocation at Windsor, the President concentrated on the racial problems in southern Africa in general and urged greater recognition on the part of Western nations of the potentially damaging nature of these problems. He referred to the important role the Prime Minister Pearson played in bringing closer together differing viewpoints at the Commonwealth prime ministers' meeting in London in September. He spoke briefly of the difficulties Zambia is facing as a result of the illegal situation in Rhodesia. Zambia's economy was closely integrated with that of southern Rhodesia during the ten-year Federation of Rhodesia and Nyasaland, which was dissolved in 1963, and Zambia continues to depend, to some extent, on transportation facilities through Rhodesia and on fuel and power imports from that territory.

The President also expressed the gratitude of the Zambian Government for the assistance Canada has extended to Zambia, in particularly participation

in the air-lift of oil products to Zambia from January to April 1966, necessitated by the oil embargo against Rhodesia. Through its External Aid Program Canada is providing Zambia with a number of Canadian teachers, some 15 20 petrol-storage tanks and a number of air-traffic specialists, who are helped to operate Lusaka's recently completed international airport.

Prime Minister of Malta

At the invitation of the Canadian Government, the Prime Minister of Malta, Dr. Giorgio Borg Olivier, recently paid his first visit to Ottawa, from November 21 to 23. In a ceremonial welcome, Dr. Borg Olivier was greeted by the Prime Minister on his arrival at Uplands Airport. The Maltese Prime Minister was then taken to Government House, where His Excellency Governor General had invited him to stay.

Accompanied by Mr. F. E. Amato-Gauci, Maltese Secretary for Commonwealth and Foreign Affairs, Dr. Borg Olivier began his official discussions with Canadian Ministers and officials on November 22. International and Commonwealth topics were in the forefront of his talks with the Canadian Prime Minister. Subsequent separate meetings with the Ministers of Finance and Manpower, Immigration and the Acting Minister of Trade and Commerce, as well as v



Dr. Giorgio Borg Olivier, the Prime Minister of Malta (right), in conversation with the Right Honourable L. B. Pearson, Prime Minister of Canada.

Acting Secretary of State for External Affairs, allowed for detailed discussions on the various aspects of Canadian-Maltese relations. In addition, social functions connected with the visit, notably a dinner offered by His Excellency the Governor General and the Prime Minister's luncheon, enabled the visitors to meet other visiting Canadians.

Malta

Malta has an ancient and diverse history. The islands — 122 square miles in total area — are located strategically 60 miles south of Sicily and are inhabited by almost 330,000 people. Malta's proud heritage has included links with the Phoenicians, Carthaginians, Romans, Crusaders, and latterly, with Britain, with which it was connected for 165 years. In September 1964, after many years of partial self-government, Malta gained its independence under Dr. Borg Olivier's leadership. Financial and defence agreements were concluded with Britain and NATO headquarters has remained on the island.

Malta's internal preoccupations — it is engaged in reorientating its economy from virtually complete reliance on services towards greater economic diversification and increased exports — have absorbed much of its energy. The Government has, nonetheless, a broad interest in world developments. Malta's position at the cross roads of the Mediterranean and the European and Catholic traditions of its people have both strongly influenced its external policy. As a member of the United Nations, the Commonwealth, the Council of Europe and other international organizations, Malta has shown a responsible concern with developments in many parts of the world.

Canada-Malta Relations

Canada was represented at the Maltese independence ceremonies in September 1964 by Mr. A. J. P. Cameron, Member of Parliament, and formal diplomatic relations were established in January 1965 when Mr. G. G. Crean, the Canadian Ambassador to Italy, was accredited concurrently to Valetta as High Commissioner. Mr. Crean and his staff have made frequent trips, and Canadian warships recently paid an official visit there. Dr. A. Cacchia Zammit, then Maltese Minister of Labour and Social Welfare, visited Canada briefly in July 1965, while Mr. Amato-Gauci held talks in Ottawa in December 1965. Dr. Borg Olivier's visit was the first by a Maltese Prime Minister.

Canada's most important ties with Malta are to be found in their membership in various international groupings, in particular the Commonwealth, and in immigration and trade. Wartime associations have not been forgotten by either country and both have a common Head of State in Her Majesty the Queen. Together with other Commonwealth countries, Canada sponsored Malta's admission to the United Nations. Economic relations have been mutually beneficial, with Canadian sales (mostly wheat) amounting to \$2 million in 1965 and Maltese exports totalling some \$387,000, a threefold increase over 1964. In

human terms, immigration provides a tangible link, and almost 13,000 Maltese settlers have come to Canada since 1948, many of them settling in the Toronto and Windsor areas. It was no doubt partly with them in mind that Dr. B. L. P. Olivier spent the second, unofficial part of his visit in the Toronto area.

In welcoming the Maltese leader to Canada, Mr. Pearson noted that : "Europeans in the centre of the Mediterranean cross roads, your long and proud exploits, ranging from the victories of the Knights of St. John, through your courageous and successful stand during the Second War, to the attainment of statehood under your leadership, have made Malta a stirring part of world history". Independent Malta, which is adapting itself to changing conditions and playing a responsible role in world discussions, continues this proud tradition providing a firm basis for continuing links with Canada and other friends.

Prince Bertil of Sweden

At the invitation of the Canadian Government, His Royal Highness Prince Bertil of Sweden paid an official visit to Ottawa from November 15 to 17, at which, with a delegation of 19 prominent Swedish industrial and financial leaders, he toured Canada extensively.

While in Ottawa, Prince Bertil stayed at Rideau Hall as the guest of His Excellency the Governor General and Madame Vanier, who entertained him and members of the Swedish delegation at dinner. He was received at a lunch by the Prime Minister, the Right Honourable Lester B. Pearson, and paid calls on the Secretary of State for External Affairs, the Honourable Paul Martin, the Minister of Finance, the Honourable Mitchell Sharp, and the Minister of Trade and Commerce, the Honourable Robert H. Winters. As head of the Swedish delegation, he also participated in a comprehensive round-table discussion with senior Canadian officials on Canadian-Swedish trade relations. The meeting was chaired by the Minister of Trade and Commerce, and was attended by representatives of the Departments of Trade and Commerce, External Affairs, Finance and Industry, the Economic Council of Canada and the Bank of Canada.

Successful Trade Promotion Campaign

During its stay in Canada from November 13 to 28, the delegation led by Prince Bertil conducted a vigorous and imaginative "meet modern Sweden" campaign. In the course of stops at 18 cities across the country, the visitors established personal contacts with Canadian leaders in government, industry and business as part of a broad effort to strengthen the mutually beneficial patterns of trade which have developed between Canada and Sweden in recent years. The delegation was received warmly and its campaign has been an undoubted success.

By a happy coincidence, the presence in Canada in November of visiting Swedish Government officials emphasized the friendly consultation and

ation in the international field which has long been a feature of Swedish-Canadian relations. Mr. Jan Prawitz, Adviser to the Swedish Disarmament Negotiation, held informal discussions with Canadian officials on disarmament matters and nuclear safeguards, and two officials from the Swedish Information Regiate exchanged views on the co-ordination of information activities overseas with members of the Department of External Affairs.

Prince Sadrudin Aga Khan

Prince Sadrudin Aga Khan, the United Nations High Commissioner for Refugees, visited Canada on December 12 and 13. This was the first visit to



A cheque for \$350,000, Canada's contribution for 1966 to the United Nations Refugee Fund, is received in Geneva by Prince Sadrudin Aga Khan, the United Nations High Commissioner for Refugees (left), from Mr. S. F. Rae, Ambassador and Permanent Representative to the Permanent Mission of Canada to the European Office of the United Nations.

Canada by the High Commissioner since Prince Sadruddin was appointed the post in December 1965.

The High Commissioner was accompanied by Mr. Jacques Colmar, C de Cabinet and Director of External Relations for the High Commissioner, Paul Weis, Legal Adviser, and Miss Muriel Jacobson, the High Commissioner representative in Canada. Prince Sadruddin and his party were the guests of the Canadian Government at a dinner given on December 12 by the Minister of Manpower and Immigration, the Honourable Jean Marchand. On December 13, the High Commissioner met with the Prime Minister and senior officials of several government departments.

The High Commissioner had discussions on matters of common interest between Canada and the Office of the High Commissioner, and Prince Sadruddin explained the problems of refugees in Europe, Asia, Latin America and especially Africa. He also discussed the need for providing his Office with sufficient financial resources to enable him to carry out his mandate effectively. As previously announced, the Canadian Government intends to contribute \$350,000 to the work of the High Commissioner in 1967.

dependence of Barbados

At one minute past midnight on November 30, 1966, the new ultramarine and gold flag of Barbados was raised at the Garrison Savannah near Bridgetown, to mark the independence of the new island nation. A few minutes later, Her Royal Highness the Duke of Kent, representing Her Majesty the Queen, presented the constitutional instruments of independence to the Prime Minister, the Honourable Errol Barrow.

Barbados is the fourth Commonwealth country to attain independence in the Caribbean, the fifth in the Western Hemisphere, and the twenty-sixth in the Commonwealth. One of the smallest independent nations in the world, with a population of approximately 240,000 and an area of 166 square miles, Barbados nevertheless moves forward into independence with advantages not possessed by many other newly-independent countries: a tradition of parliamentary government which originated three centuries ago, a high level of education, and a well-deserved reputation for stability. The economy is based on tourism and agriculture; the beauty of Barbados' beaches is attracting an increasing number of visitors, many of them Canadians, while the island's fertile soil is carefully cultivated, making it one of the major West Indian sugar producers.

Close Ties with Canada

Like the other Commonwealth countries and territories of the Caribbean, Barbados has long had particularly close ties with Canada. The progress towards independence of the Commonwealth Caribbean countries, including Barbados, is the background to the holding of the Commonwealth Caribbean-Canada Conference in Ottawa in July 1966. This conference, at the heads of government level, was the first stage in what Canada hopes will be a continuous development of closer collaboration and practical co-operation between the Commonwealth Caribbean and Canada, in trade, development assistance, transport and communications and cultural affairs, etc.

Canada was officially represented at the Barbados independence celebrations by the Honourable J. W. Pickersgill, Minister of Transport, and Mrs. Pickersgill. Official Canadian representation also included Mr. J. Russell McKinney, Canadian High Commissioner to Barbados (Mr. McKinney is also High Commissioner to Trinidad and Tobago, and resides in Port of Spain), and two ships of the Royal Canadian Navy, HMCS *Gatineau* and HMCS *St. Laurent*. A detachment of officers and men from the RCN ships joined detachments from the Royal Navy, the Trinidad and Tobago Coast Guard, and the Barbados Regiment in forming the honour guard during the independence flag-raising ceremony.

Exchange of Gifts

To mark its independence, the Canadian Government presented to Barbados a

gift of books to the value of \$5,000. It is intended that these books should be placed in libraries and educational institutions. During his call on Prime Minister Barrow, Mr. Pickersgill gave him, as a personal gift, a Canadian Eskimo stone carving.

In addition to the official Canadian delegation to the independence ceremonies, many Canadians were present as unofficial guests, reflecting the many and varied ties that link Canada and Barbados.

Colombo Plan Consultative Committee

SEVENTEENTH MEETING

ON DECEMBER 1, Mr. M. M. Ahmad, the head of operations of Pakistan's Planning Commission and chairman of the seventeenth meeting of the Colombo Plan Consultative Committee, adjourned the final session of the three-week conference, and delegates of the 24-member countries began departing for Karachi for their respective homelands.

As most external aid in the region of South and Southeast Asia is provided on a bilateral basis, the Plan has no formal administrative responsibility but rather, an opportunity for ministers and officials of the member countries to meet annually to review and assess what has been accomplished, to evaluate tasks and problems in the period ahead, and, by the sharing of experience, help in finding solutions to problems. These meetings are known as the Colombo Plan Consultative Committee Meetings.

The basis for consultation is provided by the survey by each country of its own development achievements and its general economic problems and needs. An assessment is then made of the problems of the area as a whole. In this way, each year, an economic survey of the region is prepared and is published as an annual report. It gives the Committee a basis on which future plans can be prepared and shows the gap between needs and available resources which external assistance can help to fill.

The development of planning and administrative skills has been greatly stimulated by the yearly meetings of ministers and officials to present and defend their own plans, and to discuss and comment on the plans of other governments. By considering common difficulties and planning for the future, the countries of South and Southeast Asia have given to economic development momentum that many of them might not have secured in any other way. The Colombo Plan has greatly reinforced their sense of solidarity and of achievement.

Preparatory Groundwork

The seventeenth meeting of the Consultative Committee was preceded by meetings of experts and officials. The meeting of experts began with a plenary session on November 14, 1966, after which the following four working groups met separately and reviewed and revised the Country Chapters as well as sections of the Contributions Chapter relating to their countries :

- (a) Afghanistan, Bhutan, India, Laos and Britain;
- (b) Cambodia, Canada, Ceylon, Indonesia, Japan and Nepal;

(c) Burma, Korea, the Maldives Islands, New Zealand, the U.S.A. and Vietnam;

(d) Australia, Malaysia, Pakistan, the Philippines and Thailand.

On November 18 and 19, 1966, the experts again met in plenary sessions and further reviewed and co-ordinated the Country Chapters and sections of the Contributions Chapter.

The meeting of officials opened on November 21, 1966, and closed on November 26, 1966. It was attended by all 22 member countries and observers from the Asian Productivity Organization, the Colombo Plan Bureau, ECAFE, IBRD, and UNDP. Observers from the Commonwealth Secretariat and from Iran and Singapore (which were subsequently admitted as members) attended for the first time. The leaders of official delegations made brief statements reviewing generally the economic situation in their countries and progress of economic development, as well as external and intra-regional assistance. The delegates then split up into individual committees for substantial consideration of the papers prepared for them by the experts the preceding week.

The ministerial session was inaugurated by Mr. Ghulam Faruque, Pakistan Commerce Minister, on November 28. Ministerial delegates then made statements to the plenary session reviewing the economic progress in their respective countries or their aid programmes.

Canada's New Policies

Canada's statement to the Committee was delivered by Mr. C. E. McGaughy, the High Commissioner in Pakistan, who represented the Secretary of State for External Affairs at the meeting. The address, which was received warmly, emphasized the changes and new policies in Canada's aid programme which had evolved since the last Consultative Committee meeting. These include such things as greater emphasis on food and agriculture, an expanded development loan programme, charter membership in the Asian Development Bank, emphasis on aid to countries likely to achieve significant growth quickly and an expansion in the level of the aid programme. Favourable mention of the further softening of Canada's interest-free development loans by the removal of the three-quarter of one per cent service charge was made by delegates from several recipient countries.

Following the opening statements, the delegates turned to consideration of the reports and recommendations prepared for them. With minor changes, the Committee accepted the recommendations placed before them.

Findings of the Committee

Concerning the overall economic situation, the Committee noted that the economy of the area presented a mixed picture during the period. While the rate of growth had been improved upon in some countries, there was a slowing-down in others.



Delegates to the seventeenth meeting of the Colombo Plan Consultative Committee, Karachi, November 1966.

resulting in their failure to reach the minimum target of 5 per cent a year set by the United Nations for the Development Decade.

The Committee suggested increased trade between the developing countries and the industrially-advanced countries and more liberal trade policies and commodity-stabilization measures to increase export earnings of the developing countries.

Reviewing the progress of intra-regional technicians' training, the Committee recommended that countries of the Plan should give active support to it in the form to be decided upon by the countries concerned, according to their own circumstances.

Special Topic

A special topic under consideration was "The relationship between population and economic development in the Colombo Plan area". The Committee noted that the significance of this relationship varied from country to country and added, in its final communiqué :

However, an increase in population growth without an acceleration in the rate of economic development would hamper the advance of any country. The rate of growth of population has thus a direct bearing on the development prospects of the region.

The Committee also reaffirmed the conception of third-country technical co-operation, under which a developed country would pay for the training of people in another developing country.

It also emphasized the need for a wider dissemination of information on achievements in development by the member countries, and suggested that Colombo Plan Day (July 1) should be observed more widely.

The Committee decided to reconstitute the Drafting Committee into "Committee on Economic Co-operation" to review, in the light of material submitted by member countries, the entire range of economic development. This had not been possible in the Technical Co-operation Committee or in the old, more narrowly constituted Drafting Committee.

Chairman's Closing Remarks

Winding up the deliberations, the Conference chairman, Mr. M. M. Ahmad, said that the Plan's annual report showed that the uphill task of economic development facing the region was at a very critical stage. The optimism and hope which characterized the last decade was intermingled with many uncertainties and difficulties.

He said that there was widespread feeling among the delegates that the terms of foreign assistance should be radically improved — otherwise, aid would create more problems than it attempted to solve.

The importance of agriculture, as the most vital sector in the development process, was acclaimed by almost all delegations and an assurance was extended to support, on a high-priority basis, programmes in this particular sector. Keeping with this, agriculture was selected as the special topic for the eighteenth Consultative Committee meeting, to be held next year in Rangoon.

United Nations General Assembly

TWENTY-FIRST SESSION — THE THIRD MONTH

THE third and last month of the twenty-first session found the United Nations General Assembly engaged in the process of completing substantive examination of many key items on its agenda. This article reviews several of the major developments. The Assembly adopted 115 resolutions during the session dealing with an agenda of 98 items. In perhaps the most significant event of the period under review, the Security Council and the General Assembly met to approve the reappointment of U Thant as Secretary-General. On December 2, the President, Abdul Rahman Pazhwak of Afghanistan declared the twenty-first session closed. He noted that the Assembly was concluding in a very different (and more hopeful) atmosphere from that prevailing before the session began in September and suggested that progress and not perfection should be the yardstick to assess its accomplishments. On the whole, he felt the mood of the session had been a positive one and that members were now more conscious of the fact that one of the main functions of the United Nations was to extract humanity out of division.

Secretary-General Reappointed

On December 2, 1966 the General Assembly, on the recommendation of the Security Council, voted unanimously to appoint U Thant as Secretary-General of the United Nations for a further term of office, ending on December 31, 1971.

U Thant was first appointed Acting Secretary-General to complete the term of Dag Hammarskjöld from November 3, 1961, to April 10, 1963. In November 1962, the members of the Security Council asked him to accept a further term of five years, to expire on April 1, 1968. The Secretary-General, however, expressed a preference to serve a term of five years beginning from November 3, 1961, the date of his original appointment as Acting Secretary-General.

Under Article 97 of the Charter, the Secretary-General is appointed by the General Assembly upon the recommendation of the Security Council, but the Charter does not fix a definite term of office. U Thant wished to reinforce a practice already established that the normal term of the Secretary-General should be five years.

On September 1 of this year, U Thant indicated his unwillingness to serve for another term. He explained that the motives behind his decision were both personal and a concern about the state of international relations. In this latter connection, he mentioned his anxiety over developments in Southeast Asia, the problem of the lack of universality in the United Nations, the problem of finances created by the dispute over United Nations peace-keeping operations and the

fear that some member states wished the Secretary-General to be no more than a "glorified clerk".

In the ensuing weeks and months, however, the overwhelming majority of member states made it clear to U Thant that he possessed their respect and trust and that they wished him to continue the task of exploring all avenues in the search for peace and welcomed the leadership and responsibility which he had demonstrated in the past. In addition, the five permanent members of the Security Council were unanimous in urging U Thant to continue to carry the burdens of his office. Finally, at the end of November, in response to the many appeals that had been addressed to him, U Thant announced that he was willing to undertake another term.

The subsequent unanimous appointment of U Thant as Secretary-General for a further term was warmly welcomed by the Government of Canada, which on several occasions had urged U Thant to reconsider his earlier decision.

Peace Keeping

The Special Political Committee began its debate on peace keeping on November 15. A resolution sponsored by Argentina, Canada, Chile, Iran, Italy, Nigeria and Norway was introduced in the Committee on November 21. It had three main objectives: The first was to lay down certain guide-lines for the financing of future peace-keeping operations, in particular the establishment of a special scale under which the economically-developing countries would contribute 5 per cent of the total costs of an operation. Secondly, the resolution invited member states to communicate to the UN information concerning the kinds of force or services which they might be in a position to provide in response to a request to participate in a peace-keeping operation. Thirdly, the resolution recommended to the Security Council that it consider ways and means of improving preparation for peace keeping and that it explore the prospects for the provision of force under Chapter VII of the Charter, which is concerned with enforcement action. The terms of the resolution deliberately avoided defining the respective powers of the Assembly and the Security Council to authorize peace-keeping operations because this was an issue which the permanent members themselves had been unable to resolve.

This resolution was adopted in Committee by 52 votes in favour, 14 against and 42 abstentions. A resolution introduced by Ireland and a number of other countries was adopted by 33 votes in favour, 27 against, with 48 abstentions. This resolution would have had the General Assembly adopt mandatory guide-lines for financing UN peace-keeping operations. Finally, the Committee adopted a proposal by Jamaica by 20 votes in favour, 5 against, with 80 abstentions that the General Assembly recommend to the Security Council that it proceed as quickly as possible with preparations that would enable it to act under Articles 41 and 45 of the Charter.

The Soviet Union and France spoke against both the Canadian and Irish

solutions because, in their view, they were contrary to the provisions of the Charter on the respective competences of the General Assembly and Security Council in the field of international peace and security. Canada took the view that its resolution represented practical steps forward without prejudging the institutional issue.

The Irish resolution was withdrawn before a vote was taken in plenary session because it seemed unlikely that it would obtain the two-thirds majority needed for adoption. It seemed possible, therefore, that the Canadian resolution would do better in plenary than in Committee. However, a number of countries who feared the consequences for the United Nations if the resolution were to be adopted over Soviet and French opposition came to the conclusion that it would be better if a final vote were deferred. These delegations obtained majority for a compromise resolution under which the report of the Special Political Committee (containing, *inter alia*, its recommendation in favour of the Canadian resolution) was to be referred to the fifth special session of the General Assembly to be held not later than April 30, 1967. This resolution was carried by 56 votes to 36 against (including Canada), with 25 abstentions. The Canadian Delegation regretted this outcome, but took satisfaction from the fact that the Canadian resolution was approved in Committee by a clear majority and from the decision to resume study of the matter at an early date.

Outer Space

At the twenty-first session of the Assembly agreed on two major proposals affecting outer space. The first was the text of a treaty on the principles to govern the activities of states in the exploration and use of outer space. The text had been worked out in New York between representatives of the states principally concerned, especially the U.S.A. and the U.S.S.R. Canada co-sponsored the resolution introducing the agreed text. Secondly, the Assembly agreed to a recommendation by its Outer Space Committee that an International Conference on the Peaceful Uses of Outer Space be convened in Vienna in September 1967. The objectives of the Conference are to be an examination of the practical benefits to be derived from space research and exploration and the extent to which all countries may enjoy these benefits, and an examination of the opportunities available to non-space powers for co-operation in space activities.

Apartheid

The Special Political Committee's discussion of the policies of *apartheid* of the Government of the Republic of South Africa centred on the 1966 report of the Special Committee on Apartheid and its earlier reports on efforts to enlarge the membership of the Special Committee and the UN Human Rights Seminar on Apartheid, held in Brazilia in August of this year. The Special Committee on the Policies of Apartheid was established in 1962 to keep the racial policies of the South African Government under constant review.

During the general debate on *apartheid* at the twenty-first session, the African delegations criticized the Western countries for continuing to trade with and invest in, the Republic of South Africa. In reply, Western delegates questioned whether the *apartheid* policies of South Africa were a threat to international peace and denied any connection between their trade with South Africa and South Africa's determination to pursue policies of racial discrimination.

A draft resolution, sponsored by 41 delegations, which termed the situation in South Africa a threat to international peace and called for the application of economic sanctions against South Africa, was adopted in plenary by a vote of 84 in favour to 2 against, with 13 abstentions (including Canada). The resolution also requested the major trading partners of South Africa to take urgent steps to disengage from trade with South Africa and to facilitate effective action, under the auspices of the United Nations, to secure the elimination of *apartheid*. The Canadian representative reiterated Canada's unequivocal opposition to South Africa's racial policies and said that, while the Canadian Delegation was in accord with the objectives of the resolution and agreed with a number of its provisions, it was obliged to abstain because there were other elements in the draft which Canada was unable to accept.

A second resolution under this item, adopted by a vote of 99 (Canada) to 1 with 1 abstention, appealed to governments, organizations and individuals to contribute generously to the United Nations Trust Fund for South Africa. The fund was set up by the General Assembly in 1965 to help pay for legal aid for persons charged with offences under the racial laws of South Africa and provide relief for their dependents as well as assistance for refugees from South Africa.

On December 23, the Secretary of State for External Affairs announced that the Canadian Government had decided to contribute, subject to Parliamentary approval, \$25,000 to the UN programme for the education and training abroad of South Africans.

The programme was designed primarily to provide educational opportunities abroad for the African and coloured inhabitants of South Africa. Under this programme, which was established according to a resolution adopted by the Security Council in June 1964, grants are being provided for studies in law, teaching, medicine, nursing, hospital administration, accountancy, book-keeping and physical and social sciences.

United Nations Capital Development Fund

Debate on the question of establishing a United Nations Capital Development Fund started on November 25 in the Second Committee. Several distinct points of view emerged. A number of delegations took a position in favour of the gradual transformation of the existing United Nations Development Programme into a programme that would embrace the field of capital development. Some other delegations, including Canada, strongly favoured the continued use

existing multilateral institutions, such as the World Bank Group and the regional development banks for capital development, thus avoiding unnecessary duplication. The Canadian representative pointed out that the establishment of a new capital-development institution would not necessarily result in an increased flow of capital to the developing countries and that such a fund might have to be financed at the expense of other institutions such as the International Development Association (IDA).

However, most delegations from the developing countries were in favour of a third course — the early establishment of a new fund for capital-development purposes —, believing that it would provide a higher level of contributions and could direct these contributions to areas of development not now served by the present multilateral investment institutions. Two draft resolutions were tabled, one of which was later withdrawn. The resolution as adopted decides to bring into operation a United Nations Capital Development Fund (UNCDF), which will function as an autonomous organization within the United Nations. The purpose of the Fund is to assist developing countries in the development of their economies by supplementing existing sources of capital assistance by means of grants and loans, particularly long-term loans free of interest or at low interest rates. Intergovernmental control of the policies and operations of the Capital Development Fund is to be exercised by a 24-member Executive Board. At plenary, the vote on this resolution was 76 in favour, 19 against (including Canada), with 14 abstentions.

United Nations Conference on Trade and Development

The United Nations Conference on Trade and Development (UNCTAD) was established as an autonomous organ of the General Assembly in 1964. UNCTAD has become a forum for the formulation of broad policy objectives and measures in trade, aid and development to assist the developing countries. One of its main purposes is to promote a more rapid expansion of the trade of the developing countries.

A permanent organ of the Conference is the 55-member Trade and Development Board. The Board is responsible for reviewing and directing UNCTAD's activities and the work of its Secretariat between sessions of the conference, which are intended to be held at three-year intervals. At its twenty-first session, the Assembly unanimously approved a resolution deciding that the second session of the Trade and Development Conference should be convened in New Delhi from February 1 to March 25, 1968, and urged governments to make maximum efforts to prepare for and participate effectively in the conference.

The Assembly also adopted four other resolutions under the UNCTAD item. The first three dealt with technical assistance in the trade field, international monetary reform, and implementation of the recommendations of the first UNCTAD Conference, held in 1964. The last resolution called on major con-

sumer countries to do their utmost through consultations to resolve a number of outstanding problems in order to permit a resumption of the 1966 Cocom Conference, with a view to concluding an international commodity agreement on cocoa.

Principles of Friendly Relations

The Sixth Committee discussed, from November 1 to November 29, the question of the Principles of Friendly Relations. The Committee had before it the report of the 1966 Special Committee on Principles of International Law Concerning Friendly Relations and Co-operation Among States and the report by the Secretary-General on methods of fact-finding.

In 1962, the General Assembly enumerated seven principles of international law concerning friendly relations — principles such as refraining from the threat or use of force in international relations, peaceful settlement of disputes, non-intervention in matters within the domestic jurisdiction of any state, the sovereign equality of states, the necessity of co-operation and the fulfilment of the Charter obligations on legal rights and self-determination of peoples.

The Sixth Committee then undertook to study these principles with a view to their progressive development and codification so as to secure their more effective application.

A resolution, sponsored by 33 states including Canada, was adopted in plenary by a vote of 85 in favour to none against, with 2 abstentions. The resolution decides to ask the Special Committee on Principles of International Law to complete the task of formulating the principles dealing with refraining from the threat or use of force, the duty of states to co-operate with one another in accordance with the Charter, equal rights and self-determination of peoples and the requirement that states should fulfil in good faith the obligations assumed by them in accordance with the Charter. The resolution also requests the Special Committee to consider proposals on the principle concerning the duty not to intervene in matters within the domestic jurisdiction of any state, to consider the possibility of widening the areas of agreement already formulated, and submit a report to the twenty-second session of the Assembly in 1967.

Disarmament Report ⁽¹⁾

UNITED NATIONS GENERAL ASSEMBLY

SIX ARMS-CONTROL and disarmament subjects were discussed by the First (Political) Committee at the twenty-first session of the United Nations General Assembly, which met from September to December 1966. Of these, six originated with the report of the Eighteen-Nation Disarmament Committee, namely the items on non-proliferation of nuclear weapons (Item 26), general and complete disarmament (Item 27), the suspension of nuclear tests (Item 28), and the question of convening a conference on the prohibition of the use of nuclear weapons (Item 29). Just before the session began, the U.S.S.R. requested the inscription of two further items: the renunciation by states of actions hampering the conclusion of an agreement on the non-proliferation of nuclear weapons (Item 97), and the elimination of foreign bases in Asia, Africa and Latin America (Item 98). While all six topics were discussed, the two items on non-proliferation and the one on general and complete disarmament absorbed the greater portion of the Committee's time.

On September 23, Canadian disarmament policy was outlined in a statement by the Honourable Paul Martin, the Secretary of State for External Affairs, in the course of the general debate. Mr. Martin stressed that "there is no cause more urgent than to prevent the spread of nuclear weapons". "No single measure, however, will provide a solution," he added. "A series of measures directed to various facets of the issue will be required." He went on to enumerate the following measures:

- (1) A non-proliferation treaty that would prevent nuclear weapons from passing into control of additional states or groups of countries;
- (2) as a corollary to a treaty, the extension of security assurances to non-nuclear states against nuclear attack;
- (3) some means of verification of a treaty, such as the application of International Atomic Energy Agency or equivalent international safeguards to all international transfers of nuclear materials and equipment for peaceful purposes;
- (4) a treaty banning nuclear tests in all environments;
- (5) the establishment of nuclear-free zones in Africa, Latin America and other areas where conditions are appropriate;
- (6) the participation of all the principal world powers in disarmament discussions; and
- (7) a comprehensive study by the United Nations of the consequences of the invention of nuclear weapons.

⁽¹⁾ See also the article entitled "Canadian Statement on Disarmament", *External Affairs*, December 1966, pp. 577-582.

Non-Proliferation

In committee, the Soviet Item 97 was taken first and a draft resolution appealing to states to refrain from any actions that might hamper the conclusion of an agreement on the non-proliferation of nuclear weapons received early co-sponsorship from the United States and certain other Western and Communist states. Following slight revision of this draft by the eight non-aligned members of the ENDC, the main effect of which was to make reference to the principles laid down in UNGA Resolution 2028 (XX), a large number of non-aligned and Western states, including Canada, became co-sponsors. Support for this resolution was virtually unanimous in both the First Committee and in plenary, where it was passed by a vote of 110 (Canada) to one against (Albania), with one abstention.

A more comprehensive draft resolution on non-proliferation was presented by a large group of non-aligned states under Item 26. This draft not only urged all states to take all necessary steps conducive to the earliest conclusion of a treaty on non-proliferation, but also invited nuclear-weapon powers to refrain from using or threatening to use nuclear weapons against non-nuclear-weapon states. An amendment urging the nuclear-weapon powers not to use nuclear weapons against any other state was introduced by Cameroun, but was withdrawn in the face of virtually unanimous support for a revised version of the non-aligned draft resolution, which dealt with the question of security assurances at greater length. Nuclear-weapon states were simply called upon to refrain from the use or threat of use of nuclear weapons against nuclear-free zones while the ENDC was requested to consider urgently the proposal for an assurance by the nuclear-weapon powers not to use nuclear weapons against non-nuclear-weapon states without such weapons on their territory, together with other proposals for security assurances. Since the revised draft was a more realistic and balanced resolution, Canada supported it both in the First Committee and in plenary, where it received 97 affirmative votes (Canada), and two negative votes, with two abstentions.

At short notice, Pakistan submitted a draft resolution calling for a conference of non-nuclear states to discuss their security problems, the prevention of nuclear proliferation and ways of controlling the use of nuclear devices for peaceful purposes. Canada expressed reservations about the proposal on the grounds that such a conference might complicate the current negotiations of a non-proliferation treaty and that no provision was made for associating the nuclear-weapon powers with the proposed conference. To some extent, the reservations were met by amendments submitted by Kuwait, which set back the conference date from July 1967 to July 1968, and requested the ENDC to consider the question of associating the nuclear-weapon powers with the conference. In the circumstances, Canada voted for the resolution as amended, which was approved in the First Committee and adopted in plenary by 49 affirmative votes to one opposed (India), with 59 abstentions.

Throughout the discussions on non-proliferation, near-unanimity existed on the urgent need for a non-proliferation treaty, although differences were expressed over the elements to be embodied in a treaty. The view that a treaty could embody a mutual balance of responsibilities and obligations, as between nuclear-weapon and non-nuclear-weapon states, was repeatedly advanced by non-aligned spokesmen. Canada joined Western and Communist states in pointing out that, while there was validity in this argument, a non-proliferation treaty should not be delayed by attaching further conditions. Another issue receiving attention was that of nuclear explosions for peaceful purposes. In view of the fact that the technology involved in weapons explosions and nuclear explosions for peaceful purposes is indistinguishable, Canada supported a United States suggestion that nuclear-weapon powers provide a nuclear service under international supervision and at a reasonable cost for legitimate civil projects whenever peaceful explosions become economically and technically feasible.

General and Complete Disarmament

There is general agreement that in the disarmament field the ultimate goal is general and complete disarmament under effective international supervision. The annual UN debate on general and complete disarmament focuses attention on this objective and provides an opportunity for the introduction of new proposals. In the discussion this year, General E. L. M. Burns emphasized the importance of initiating a process that would produce increasing mutual confidence and stressed the value of a step-by-step approach, including a non-proliferation treaty, an underground test ban, and a cut-off of production of fissile material for nuclear weapons.

The eight non-aligned members of the Eighteen-Nation Disarmament Committee (ENDC) tabled a draft resolution calling on the ENDC to exert new efforts to reach agreement on general and complete disarmament under effective international control and to report to the General Assembly on the progress achieved. After discussion, the draft resolution was approved in committee and went to plenary session, where it passed by a 98 (including Canada) to zero vote, with two abstentions (Cuba and France).

Iran introduced a draft resolution that appealed to all states to consider allocating a small proportion of their military expenditures to the UNESCO literacy campaign and to study the possibility that military expenditures be reduced and the savings allocated to the objectives of the United Nations Development Decade. Due to the lack of forewarning and the limited time available for discussion, this draft resolution was not pressed to a vote.

Draft resolutions introduced by several East European countries under the general and complete disarmament item tended to inject a propagandistic note into the Committee's discussions. One of these, sponsored by Poland and the Ukraine, called upon all states to refrain from sending aircraft carrying nuclear weapons beyond national frontiers. This resolution attracted little support and was withdrawn.

Poland also sponsored a draft resolution requesting the Secretary-General to study the effects of the use of nuclear weapons. Canada had earlier supported a suggestion in the Secretary-General's annual report for a study of the social and economic implications of developing nuclear armaments. Canada, Norway and Poland co-operated in producing a revised draft requesting the Secretary-General to prepare a concise report on the security and economic implications of the acquisition or development of nuclear weapons and the effects of its possible use of such weapons. This draft resolution attracted 34 co-sponsors. It was passed unanimously by the First Committee and approved in plenary session without a formal vote.

Hungary tabled a resolution demanding strict compliance with the principles of the Geneva Protocol of 1925, condemning any action aimed at the use of chemical and bacteriological weapons and declaring the use of such weapons to be an international crime. Subsequently, Hungary accepted amendments proposed forward by a group of African states. A further amendment, sponsored by the U.S.A., Britain, Canada and Italy, noted the role of the Eighteen-Nation Disarmament Committee in the elimination of chemical and bacteriological weapons, called for strict observance of the 1925 Geneva Protocol on gas and bacteriological warfare and invited members to adhere to the Protocol. After a series of roll-call votes, the Western amendments were accepted by the Committee. In plenary, the resolution was accepted by a 91 (including Canada) to zero vote, with four abstentions.

Suspension of Nuclear Testing

The eight non-aligned members of the ENDC sponsored a draft resolution urging universal adherence to the partial test-ban treaty, an end to further testing, and international exchange of seismic data and the elaboration by the ENDC of a treaty banning underground nuclear-weapon tests. Canada supported this proposal, which met with general approval and was passed by the First Committee. In plenary session, 100 states (including Canada) voted in favour of the draft resolution. Albania cast a negative vote and France and Cuba abstained.

Conference on Prohibiting Use of Nuclear Weapons

Since 1961, the General Assembly has debated an Ethiopian proposal for an international conference to sign a convention prohibiting the use of nuclear weapons. This year, the Ethiopian resolution suggested that this issue be given priority attention by the proposed world disarmament conference. The resolution was passed in committee and in plenary session, where it attracted 80 affirmative votes, with none opposed and 23 abstentions (including Canada). Canada abstained in accordance with the view that the threat posed by nuclear weapons can only be dealt with effectively through substantive progress towards disarmament and that nuclear disarmament is an essential part of general and complete disarmament.

Elimination of Foreign Bases

This was the first year that an item on the elimination of foreign bases had been discussed in the General Assembly. However, it had been mentioned previously in the ENDC and a Soviet resolution on this subject was introduced and then withdrawn during the 1965 session of the United Nations Disarmament Commission. The Soviet resolution invited states with military bases in independent states or dependent territories in Asia, Africa or Latin America to remove them immediately, and requested the Secretary-General to supervise this removal. Amendments were proposed which would have extended the draft resolution to encompass foreign bases in all regions and which would have allowed states to retain foreign bases on their soil if they wished. A heated debate developed over this draft resolution and the proposed amendments, with the U.S.S.R. and Warsaw Pact allies using this opportunity to attack the military policies of Western nations. Western spokesmen rejected Soviet charges, stating that the Soviet draft resolution violated the principles of collective self-defence and non-interference in internal affairs. Furthermore, the draft resolution was impossible to enforce. After some days of vigorous debate, the U.A.R. put forward a procedural resolution to refer the matter to the ENDC. This resolution was adopted by the First Committee, as was a motion not to vote on the Soviet draft and amendments. The U.A.R. resolution was passed in plenary by 94 (including Canada) to zero, with ten abstentions.

Summary

During the disarmament discussions at the twenty-first session of the UN General Assembly, the Canadian representatives played an active role. Canada was directly involved in the joint Polish-Norwegian-Canadian effort to produce an acceptable draft resolution on the Secretary-General's study and in the effort by the Western Four — Canada, Italy, Britain and the U.S.A. — to amend the Hungarian draft resolution on chemical and bacteriological warfare. Canada also sponsored the Soviet resolution calling on members to do nothing to hamper the conclusion of a non-proliferation treaty. The success of Canadian efforts to take a constructive approach and to search for areas of mutual understanding and agreement is indicated by the fact that Canada only once abstained and never cast a negative vote during the disarmament discussions.

In contrast with the twentieth session, the disarmament debate at the twenty-first session was marked by a great deal of propaganda and criticism. A number of controversial draft resolutions were introduced by the East European countries, all of which were either amended or did not come to a vote.

The non-aligned nations again played a large and generally positive role in the Committee's deliberations. As in the past, Albania opposed all proposals on nuclear disarmament, while France and Cuba abstained on most issues.

Organization for Economic Co-operation and Development

MINISTERIAL MEETING, 1966

SHORTLY after the fifth anniversary of the establishment of the Organization for Economic Co-operation and Development, the annual meeting of the OECD Council at ministerial level was held in Paris on November 24 and 25, 1966. The Canadian delegation was led by the Honourable R. H. Winters, Minister of Trade and Commerce, assisted by advisers from the Departments of Trade and Commerce, Finance and External Affairs.

During the meeting, ministers reviewed the economic situation in member countries and welcomed the satisfactory progress to date towards meeting the collective 50 percent growth target for OECD countries in the present decade. Ministers also devoted considerable attention to the volume and terms of the assistance offered to developing countries, with particular reference to the problems posed by the increasing shortfalls of agricultural production in many developing countries. Finally, in their discussions on world trade, they emphasized the importance of bringing the "Kennedy round" of trade and tariff negotiations to a successful conclusion, and, after a useful exchange of views on East-West trade, asked the Organization to explore the possibilities open to it for expanding the area of trade and economic relations between East and West.

Communiqué

The Council of the OECD met at ministerial level in Paris on November 24 and 25, 1966, under the chairmanship of the Honourable Gunnar Lange, Minister of Commerce and Industry of Sweden, and reviewed the economic situation of its member countries, their economic relations with the rest of the world, and the work of the Organization itself.

2. Five years ago, ministers set the collective target to be achieved between 1960 and 1970 of a 50 percent growth in real gross national product for member countries as a whole. Ministers welcomed the report on economic growth in the decade 1960-70, which shows that progress so far has been satisfactory and has even exceeded the rate needed to meet this target. The growth prospects for the remainder of the decade continue to be good, but the problem of containing inflationary tendencies while maintaining full employment is still in the foreground. Member countries will have to pursue their efforts to ensure the effective control of demand, the increase of productive resources

the optimum use of available manpower. Ministers therefore instructed the organization to continue its work on these problems.

3. Concerning international payments, ministers noted that, because of the measures taken in the United Kingdom, a substantial improvement can be expected in the balance of payments of this country. France, Italy and Japan, which recently had large surpluses, are now also moving slowly towards a more equilibrated position but a new surplus appears to be arising in Germany. In the United States' payments situation, encouraging progress has been made, though the deficit in the global balance has not yet disappeared. Increasing defence expenditure has contributed to a reduction of the current surplus but net capital outflow has been reduced considerably because of higher interest rates in the country and governmental measures. In general, the differences in interest rates between member countries are smaller than last year.

Ministers instructed the Organization to continue to keep under surveillance payments relations of its member countries, taking into account the recommendations contained in its report on the adjustment process.

4. Ministers agreed that the Organization should continue its work directed at improving the operation of capital markets; this work has given valuable indications about the mechanisms for mobilizing savings to finance investment. The Organization will also pursue actively the work already begun on the nature and the economic consequences of differences in scientific and technical levels between countries.

5. The developing member countries have, during the period 1960-65, on the whole had a faster economic growth than other members but being societies in transformation they have special problems that are being dealt with in the organization and will call for continued attention.

Concerning the consortia for Greece and Turkey, it was stressed that appropriate aid in forms corresponding to the needs of the two countries continued to be necessary.

6. Despite some increase in 1965, the total flow of aid from member countries to developing countries in general is still unsatisfactory and the payments difficulties of a number of developing countries are increasing. Ministers stressed that the volume of aid should be increased in the years to come and its terms and conditions improved.

The ministers took note of various suggestions for improving the development assistance efforts of OECD countries.

Agricultural production in a number of developing countries is growing slowly, while demand is rising fast, partly because of the rapid population growth. Greater emphasis should therefore be given to agricultural development in the programmes of member countries and possible ways should be studied of stimulating private investment in agriculture and agriculture-related industries in the developing countries.

The various aspects of the food problems are now taken up by the Organization in co-operation with other international organizations.

7. Ministers stressed the importance of a successful conclusion of the current multilateral tariff negotiations ("Kennedy round").

8. The special group set up to examine trade relations with developing countries pursuant to a decision by the Council meeting at ministerial level in November 1965 was asked by ministers to continue its work.

9. Finally, ministers expressed interest in widening the area of East-West economic relations. They agreed that the Secretary-General, in consultation with permanent representatives, should consider within the Organization possibilities of action.

Mexico-Canada Colloquium

MEXICO-CANADA "Colloquium" was held at the Glendon Campus of York University in Toronto from October 27 to 29. Members of the Mexico-Canada Study Group of the Toronto Men's Branch of the Canadian Institute of International Affairs conceived and organized the colloquium believing that there was a need for greater contact and mutual awareness between these two countries of the North American continent. While pursuing these objectives, the colloquium set out to identify areas of common interest and to consider means for more effective co-operation in the future.

The CIIA, as sponsoring organization, invited the following Mexicans to participate: Ambassador Jorge Castenada, Assistant Deputy Minister in the Mexican Foreign Ministry, and deputy head of the Mexican Delegation to the twenty-first session of the General Assembly of the United Nations; Victor Quijandi, Director-General of El Colegio de Mexico and an expert in international economics; Mario Ojeda Gomez, Director of the Centre of International Relations of El Colegio de Mexico; Alfredo Navarreti, a director of Nacional Financiera of Mexico; Manuel Bravo, a director of the Mexican Productivity Council; Juan Garcia Ponce, a Mexican novelist, and Armondo Ayala, an editor. Other Mexican officials serving in Canada also attended. Some 12 Mexicans and Canadians took part in the colloquium. The Canadian participants were drawn from the House of Commons, Alberta, Laval, Toronto, Western and York Universities, the Department of External Affairs, and the Government of Ontario.

The colloquium programme was divided into five principal sessions, each with its own theme: national characteristics and identities of Mexico and Canada; Mexico and Canada in the world economy; international relations in the Western Hemisphere; foreign investment in Mexico and Canada; areas and methods of Mexican-Canadian relations and co-operation. Brief presentations on each of these topics were followed by open discussions by the whole group. The informal atmosphere helped to stimulate spirited exchanges and often led to constructive suggestions.

As the organizers had envisaged, the wide area of real and potential common interest between Mexico and Canada soon emerged. One of these common interests, the United States and the relations of Canada and Mexico respectively with this powerful neighbour, did not dominate the discussions as might have been expected, although certain differences in the evolution of these relations received attention. The meetings focused on a number of practical questions such as what Canada and Mexico might each learn from the other's development programmes and from the other's educational and cultural policies.

Attention was also directed to opportunities for investment and to the possibilities of greater bilateral commercial activity. Mexican interest was expressed in Canadian economic aid and in Canadian support for current proposals at international forums to assist less-developed countries to find assured markets for their products. A considerable degree of similarity was recognized in Canadian and Mexican outlooks on international questions, especially those before the UN.

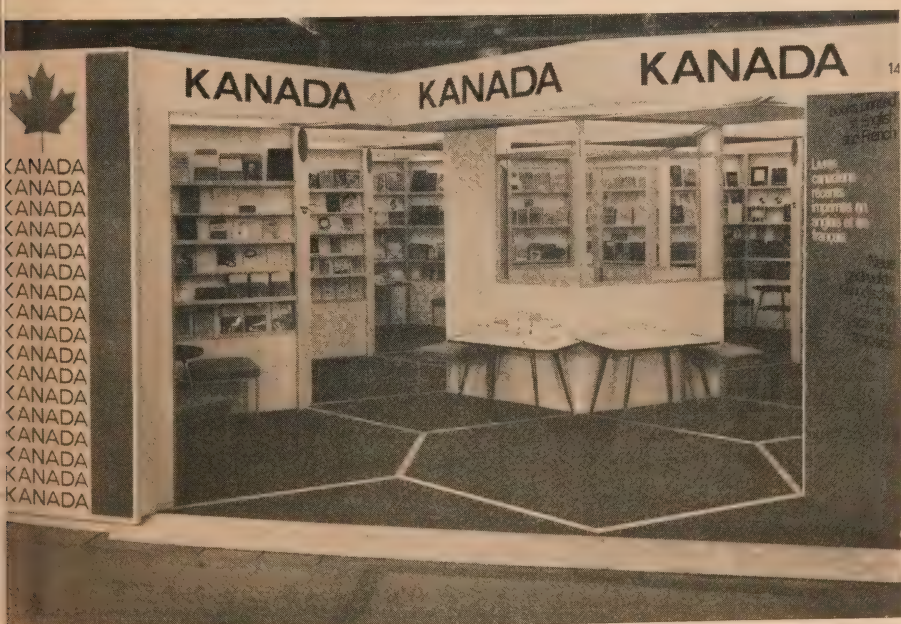
While the colloquium revealed much common ground, participants were careful to point to differences between Mexico and Canada and to the hazards of any inclination to apply the same formulas indiscriminately to political and economic policies of the two countries. In the early years of this century, when Canada was moving gradually forward in a unique experiment in political evolution, Mexican society was shattered by a revolution in which about a million Mexicans lost their lives. Although Mexico has enjoyed stable government and an increasingly prosperous economy since 1940, it was appreciated that strikingly different historical backgrounds and cultural forces have shaped the distinctive national characteristics of the two countries and their distinctive approaches to many problems.

At the close of the meeting, it was clear that the colloquium had contributed significantly to understanding of the possibilities of a more meaningful relationship between Mexico and Canada.

Frankfurt International Book Fair

THE EIGHTEENTH Frankfurt International Book Fair, which is the largest of its kind, took place at the Frankfurt am Main fairgrounds from September 16 to 27, under the sponsorship of the German Booksellers Association and the Frankfurt Fair and Exhibitions Company. The book displays, which were from every continent and occupied five of the main buildings, were arranged in nine groups: *belles-lettres*, Catholic and Protestant religious publications, children's books, academic books, art books, technical books and maps, miscellaneous books, literary recordings, and national "collective" displays. Visitors to the fair, who come from all parts of the world, are mostly booksellers and importers and exporters, but many authors, literary agents, librarians, book illustrators, printers and book collectors also attend. On the last day, the general public was admitted, but only in the late afternoon. The buying and selling of books, and negotiation of translation and publishing rights, are, of course, for the most part, carried on during the closed sessions.

There have been Canadian exhibitors at the Frankfurt International Book Fair for several years. In 1961 and 1962, Mr. H. E. Heinemann, a Montreal bookseller and publisher, received grants from the Canada Council to present a Canadian exhibit. By 1963, with his help, a joint committee of the Canadian Book Publishers' Council and l'Association des Éditeurs canadiens had been



the Canadian exhibit at the Frankfurt International Book Fair, September 1966.

formed and, for three years, with the aid of grants from the Canada Council it participated with the Queen's Printer in exhibits at the Fair.

In 1966, for the first time, Canada's entry was planned as a national exhibit. It was sponsored by the Department of External Affairs, the Canadian Government Exhibition Commission, and the Queen's Printer, with the latter acting as organizer of the exhibit and chairman of the governmental committee. An invitation issued by the Queen's Printer to the Canadian Book Publishers' Council and l'Association des Éditeurs canadiens was accepted, and the national "collective" stand pictured was designed and constructed under the supervision of the Exhibition Commission. Some 600 titles were displayed, made up of approximately 100 published in English and French by the Queen's Printer, and of about 500 in both English and French by the non-governmental participants. The Queen's Printer published a catalogue of Canadian books on exhibition, copies of which were widely distributed on the Fair site. The Canadian Government Exhibition Commission also made all administrative arrangements with the Fair authorities, arranged for the shipment overseas of books, and posted a project officer to Frankfurt for the duration of the Fair to assist the publishers at the "collective" national stand.

Canadian book publishers were represented at the Fair by the Queen's Printer, Mr. Roger Duhamel; Mr. I. M. Owen, Mr. Barry Brooks, Mr. Russell Smith, Mr. Campbell Hughes, Mr. Frank Flemington, Mr. Marsh Jenner, Mr. R. I. K. Davidson, Mr. J. Riede and Mr. J. G. McClelland represented the Canadian Book Publishers' Council; and Mr. Jacques Hébert, Mr. Jean Bodin, Mr. Gaston Miron, Reverend Paul A. Martin, Mr. Albert Lanthier, Mr. Roland Sasseville and Mr. J.-Z.-Léon Patenaude attended for l'Association des Éditeurs canadiens.

All three delegations agreed that their participation in this year's Fair exceeded all their expectations in terms of the kind of presentation which it was possible to make to their colleagues in the international publishing world, and also of results in the form of new business and the widening of relations in international publishing. The Canadian experience paralleled that of the Fair itself; the Fair authorities report that 180,000 books were exhibited by 2,500 publishers from 52 countries, compared to a previous high in 1965 of 2,300 publishers from 39 countries. It is the view of Canadian publishers that the Frankfurt Fair is "the capital of the publishing world"; there is considerable support for this view when it is realized that 60,000 of the books displayed this year were new works.

UNESCO General Conference 1966 ⁽¹⁾

THE FOURTEENTH SESSION of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was held at UNESCO headquarters in Paris from October 25 to November 30, 1966. Membership in the Organization increased from 117 to 120 during the two-year interval separating the thirteenth from the fourteenth session. UNESCO's budget also increased not only because of the heightened demand for the services UNESCO was able to provide but also because of the growth within the Secretariat of a greater organizational competence which enabled UNESCO's operations to be expanded to meet ever-pressing needs. The regular budget, relying on the contributions paid on a proportional basis by member states, was increased from \$48.86 million for the 1965-66 biennium to \$61.51 million for the two years beginning on January 1, 1967; revenues derived from the United Nations Development Programme (UNDP) for technical assistance and pre-investment projects were also raised from \$51.08 million to \$56.77 million.

UNESCO was established in 1946 "to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law, for human rights and fundamental freedoms" (Article 1 of UNESCO's Constitution). UNESCO's programme, in consequence, is designed to fulfil these purposes to the extent that its financial resources permit. The biennial conferences meet annually to consider the draft programme and the accompanying budget. Two commissions undertake this dual review, one known as the Programme Commission and the other as the Administrative Commission. On both of these member states are represented, as they are on the Nominations Committee, which draws up the lists of candidates for the elective offices. The Conference is also provided with a number of other organs designed to deal with matters of a special nature and to which member states are elected. These include the General Committee (which has steering functions and therefore a decisive role to play in organizing the work of the Conference), the Legal Committee, the Headquarters Committee and the Credentials Committee, whose functions are purely explanatory. All recommendations approved in commission or in committee are, of course, subject to ratification by the Conference itself sitting in plenary session. During the Conference, the Secretariat, headed by the Director-General, is available at all times for consultation and is frequently called on to provide explanatory comment on the programme or on the budget.

Although elected during the General Conference, the Executive Board plays a direct role in the biennial sessions. Its duties as "guardian" of the interests

For a report of the thirteenth General Conference, 1964, see *External Affairs*, January 1965, Pp. 18-26.

of the member states begin once the General Conference has concluded its work. It is within this general framework that a General Conference can be set up to operate.

The first task of the Conference is to elect its president and other officers. Mr. Bedrettin Tuncel of Turkey was elected president by acclamation. Mr. Henry D. Hicks, the leader of the Canadian delegation, was elected one of the vice-presidents. Other Conference offices were filled in such a way as to make the General Committee, which is composed of all Conference officers, reasonably representative of the entire membership.

Before the commissions can begin their work, agreement has to be obtained from the General Conference on a budget ceiling. In contrast to the difficulties encountered during the debate on this matter at previous conferences, the budget proposed by the Director-General was approved unanimously after a relatively short debate.

Programme Commission

Education — The importance attached to education in UNESCO's programme is reflected in the allocation of almost a quarter of its ordinary revenues to financing projects and activities in this field; taking into account its resources from the UNDP, this proportion of its revenues devoted to the promotion of education amounts to almost a third of the Organization's total outlay.

Priority sections within the educational field which received widespread approval were those relating to educational planning, the improvement of teacher training, the elimination of illiteracy, the development of continuing education and the equality of access of girls and women to education.

Some delegates warned about the dangers inherent in the proliferation of UNESCO projects, which could result in the substitution of quantity for quality. Many delegations also stressed the need for UNESCO programmes to have built-in evaluation procedures so that a constant watch on the effectiveness of implementation could be maintained.

Scientific Activities — About 15 per cent of the regular budget is set aside for scientific activities. Additional funds made available to UNESCO through the UNDP, most of which are specifically designated for financing scientific, technological and agricultural training in the developing countries (thereby supplementing the educational efforts of UNESCO), increase this proportion substantially.

Particular attention was focused during Commission discussion on the problems of teaching the basic sciences and on the need to hasten "scientific literacy" through increased UNESCO effort. Programmes directed towards these needs were fully endorsed. The International Council of Scientific Unions (ICSU) was commended for its excellent work in providing advice to UNESCO on scientific matters and on the manner in which it had furthered UNESCO purposes. Renewed financial support was accordingly granted to ICSU as well.

to a number of organizations engaged in scientific research in such fields as geography, the natural resources and the functioning of the human brain. The accomplishments of the International Hydrological Decade were noted with approval and further funds were provided so that additional programmes could be carried out.

Social Sciences and Culture

The main preoccupation of the Programme Commission, when dealing with the social sciences, was to examine and assess the work being done by the various regional centres for social research set up and supported by UNESCO in Santiago, Tangiers, Rio de Janeiro, Vienna and New Delhi. Regret was expressed by many that the cultural part of UNESCO's programme had not received sufficient attention because, it was argued, the cause of international understanding can best be served by a more rapid development of international cultural contacts, an area of activity where national differences of a political character are less likely to make themselves felt.

Documentation

Consideration of this part of the programme showed a growing concern with the methods of storing and transmitting information, i.e. in computer techniques and in space communications. There were some who suggested a need for UNESCO to play a more active role in these newer areas of mass communications. There were just as many, however, who felt it advisable to advocate a more cautious approach and to urge the continued use of traditional and familiar techniques, at least until such time as their employment was completely understood.

General

The Programme Commission was also concerned with matters of a general nature. For example, on the basis of a number of evaluation projects carried out by UNESCO in Latin America and on the East-West project, the Commission was asked to draw a number of useful conclusions and recommendations regarding these activities in this field. In particular, the Commission recommended the desirability of incorporating evaluation procedures in all UNESCO projects and at all stages of implementation. The Programme Commission was unable to reach agreement on the definition of regions with a view to the execution of UNESCO's regional activities. The matter is, therefore, certain to reappear at the next General Conference.

Administrative Problems

The Administrative Commission had a number of important questions to consider. The decisions reached in the Commission were all endorsed by plenary. One was concerned with the level of national assessments, in the course of discussing

which the incidental question of the assessment for Nationalist China was contested but eventually accepted. Another was a proposed increase in the working capital fund, which, though contested by some, was eventually approved. A increase in staff pay was also recommended and, despite some objection, obtained majority support. The short- and medium-term building programmes and the application to UNESCO of the recommendations of the UN Ad Hoc Committee of Experts on Finances were other matters that were considered and eventually approved. In addition, the Commission was asked to agree to the introduction of Arabic, at first only for limited purposes at General Conferences, and financed by voluntary contributions, but eventually as a working language with status similar to that of the other four working languages and financed from the regular budget. This proposal was eventually adopted, but only after a lengthy debate centering on the most desirable distribution of financial resources between administrative overheads and programme activities.

Legal Problems

The principal problem with which the Legal Committee had to deal was one relating to a request by Portugal for an advisory opinion from the International Court of Justice at the Hague on the Executive Board's decision to suspend Portugal from the full rights of membership until a survey had been made in the educational system in effect in Portugal's overseas territories. Although the Legal Committee agreed by the required two-thirds majority to refer Portugal's complaint to the Hague Tribunal, this stand was overruled subsequently at a plenary session. The Legal Committee was also consulted on a proposed revision of the statutes of the International Institute for Educational Planning (IIEP).

Twentieth Anniversary Celebrations

Over 100 messages of congratulation from heads of state were received by UNESCO to mark the Organization's twentieth anniversary on November 16. For the same occasion a "Round Table on Peace" had been organized, to which Nobel Peace Prize laureates and former elected officers and Directors-General of UNESCO had been invited. Some 20 such prominent world personalities attended the Round Table and, after full discussion, presented to the General Conference a set of findings and conclusions on UNESCO's role in furthering the cause of peace. These findings and conclusions received unanimous approval.

The anniversary was also marked by a special session of the General Conference at which General Charles de Gaulle, President of the French Republic, delivered a commemorative address in the name of the host country. At a second special session on the same day, Her Imperial Highness Princess Ashraf spoke on behalf of His Imperial Highness the Shahinshah of Iran and presented to the Organization Iran's contribution to UNESCO's campaign to combat illiteracy throughout the world.

Plenary Sessions

was conceded that one of the most noteworthy events at the fourteenth session was the unanimous support given to the budget for 1967-1968, despite the fact that it was some 25 percent larger than the budget for the previous two years. Improved methods in the preparation and presentation of the programme and budget, including at least the partial adoption of the re-costing techniques required for full budgeting, are probably responsible, in a large measure, for this unusual concurrence.

With the exception of the treatment accorded the item on Portugal (see above under Legal Committee), the General Conference expressed itself on other matters reaching it from commissions and committees in much the same way as when those questions were finally put to the vote in the subsidiary organs of the Conference. Such other items as were considered in plenary only, however, had a somewhat more checkered passage. The resolution on peace was given unanimous approval, but two other matters were unable to obtain such unreserved support. During the discussion on UNESCO's tasks during the remaining half of the Development Decade, for example, the resolution sponsored by almost 60 member states was considered by many delegations as an invitation for UNESCO to enter fields outside its proper jurisdiction. Although this resolution was eventually approved, there were a number of delegations which felt obliged to abstain at the final vote. In the case of the resolution on the role UNESCO should play in eliminating "racism, colonialism and neo-colonialism", the same arguments prevailed in many quarters, causing some delegations actually to oppose. The resolution, nonetheless, gained sufficient support to become an operative recommendation of the Conference.

On the initiative of the General Committee, the fourteenth session opened a fund, to which voluntary contributions were invited, to help the Italian authorities restore cultural property damaged in the flood disaster which occurred when the Conference was in session.

Canada at the Fourteenth General Conference

The fourteenth session was considered by many to be one of the most productive sessions in UNESCO's 20 years of existence. Canada played a reasonably prominent role throughout the Conference. As one of the vice-presidents, the leader of the Canadian delegation was able, on more than one occasion in the General Committee, to keep controversy on contentious issues within bounds. Canada played a similar role in the Legal Committee during consideration of the Portuguese question. Canada was re-elected to the Legal Committee for a second term and to the Co-ordinating Council of the International Hydrological Decade, also for a second term. The General Conference established a Drafting Committee to prepare conclusions and directives arising out of the general debate, and Canada was named as one of the 11 members of that Committee. In the programme and the Administrative Commissions, Canadian representatives were

active in promoting further advances in the interrelated fields of project evaluation and administrative efficiency.

During the forthcoming biennium, an important conference of international specialists in educational research is to be held in Canada under UNESCO auspices. Other international gatherings to take place in Canada during the same period, with partial UNESCO financial support (mainly in the form of travel assistance for delegates from distant parts of the world), include meetings to discuss such matters as adult education, bilingualism and mass communication. Similar support may be forthcoming for two congresses that are to be held in this country. Arrangements for these various meetings are being co-ordinated by the Canadian National Commission for UNESCO.

CANADIAN DELEGATION

Chairman

— Dr. Henry D. Hicks,
President,
Dalhousie University,
Halifax, Nova Scotia,
President,
Canadian National Commission for the United Nations
Educational, Scientific and Cultural Organization

Deputy Chairman — Mr. Graham McInnes,

Minister and Permanent Delegate of Canada to the
United Nations Educational, Scientific and Cultural
Organization,
Paris

Delegates

— Mr. L. H. Bergstrom,
Deputy Minister of Education,
Regina, Saskatchewan
Mr. Joseph L. Pagé,
Associate Deputy Minister of Education,
Quebec City, Quebec

Alternates

— Dr. W. A. C. H. Dobson,
Department of East Asiatic Studies,
University of Toronto,
Toronto, Ontario
Miss Madeleine Joubert,
Secretary-General,
Institut canadien d'éducation des adultes,
Montreal, Quebec

- Dr. Marc-Adélaré Tremblay,
Faculty of Social Sciences,
University of Laval,
Quebec City, Quebec
- Dr. George Volkoff,
Head,
Department of Physics,
University of British Columbia,
Vancouver, British Columbia
- Dr. J. Tuzo Wilson,
Head,
Institute of Earth Sciences,
University of Toronto,
Toronto, Ontario

advisers

- Mr. D. W. Bartlett,
Secretary-General,
Canadian National Commission for the United Nations Educational, Scientific and Cultural Organization,
Ottawa, Ontario
- Mr. J. A. Beesley,
First Secretary,
Permanent Mission of Canada to the United Nations,
Geneva
- Mr. D. W. Munro,
Cultural Affairs Division, Department of External Affairs,
Ottawa, Ontario

secretary

- Mr. André Bernier,
Third Secretary,
Permanent Delegation of Canada to the United Nations Educational, Scientific and Cultural Organization,
Paris

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. M. R. Pelletier resigned from the Department of External Affairs effective November 2, 1966.
- Mr. J. C. Bisson, Canadian Consul General in Los Angeles, retired from the Public Service effective November 9, 1966.
- Mr. R. E. Caldwell posted from Ottawa to the Canadian Embassy, Prague, effective November 25, 1966.
- Mr. R. L. O'Hagan appointed to the Department of External Affairs as Information Adviser to the Canadian Ambassador in Washington, effective November 28, 1966.
- Miss S. Bisson posted from Ottawa to the Canadian Embassy, Lima, effective November 30, 1966.
- Mr. A. Couvrette posted from the Office of the High Commissioner for Canada, Lagos, to Ottawa, effective November 30, 1966.
- Mr. J. W. M. Fraser resigned from the Department of External Affairs effective November 30, 1966.
- Mr. G. Buick posted from Ottawa to the Canadian Embassy, Dublin, effective December 1, 1966.
- Mr. L. P. Tardif posted from the Canadian Embassy, Brazil (Brasilia Office), to Ottawa, effective December 9, 1966.
- Miss N. K. Flynn, appointed to the Department of External Affairs as External Affairs Officer 1, effective December 15, 1966.

EXTERNAL AFFAIRS

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Canada's Hopes for the World in 1967

The following message was issued on December 31 by the Secretary of State for External Affairs, the Honourable Paul Martin:

My chief hope as we enter the New Year is that we shall see peace achieved in Vietnam before many months are over. In the past year, many initiatives have been taken to bring to an end a war beneficial to no nation and tragic for the Vietnamese people.

Canada has used its own channels of contact with those immediately involved in the conflict in an effort to find out how negotiations might start. We have also held consultations on the problem of the Vietnam conflict with other nations which have a special interest in Vietnam, either because of membership in the International Control Commission or responsibility for arrangements made at Geneva in 1954. We have done whatever we could within the Commission to make the basic facts of the Vietnam situation known to the world. We have been actively engaged in exploring ways in which we and others might contribute to any possible limitation of the fighting. We have also done what we could to encourage first steps being taken towards an eventual negotiation.

I regret that the efforts which we, and so many other nations, have been making have not yet borne fruit. I believe, however, that this is no reason for abandoning our endeavours in search of the kind of solution we all know must ultimately come about. For its part, Canada stands pledged to an unremitting effort to help bring about peace.

I believe that some improvements in relations between Western nations and the nations of Eastern Europe will have an important effect on the international atmosphere in the coming year. In my visits to Poland and the Soviet Union in November, I found a close interest on the part of the two governments concerned in developing closer relations with Canada and in limiting dangerous tensions in the world.

Challenges in the UN

Those who are concerned to achieve peace and stability in Southeast Asia cannot lose sight of the need to bring mainland China out of its increasing isolation. This requires a solution to the problem of Chinese representation at the United Nations. Canada made its own views clear last month at the United Nations General Assembly, when we called for a new and more flexible approach which would allow representatives of the governments in both Taiwan and mainland China to participate in the work of the United Nations.

During the past few months, at the session of the United Nations General Assembly which has just concluded, problems arising in the southern part of Africa have claimed a good deal of attention. The racial tensions generated there present a difficult challenge to the United Nations.

Canada has joined with the great majority of member nations in asserting United Nations responsibilities for South West Africa. We have strongly supported the role of the Commonwealth in the Rhodesian situation and have acted vigorously in accordance with United Nations resolutions on the subject. On both issues, Canada will continue to contribute to responsible and broadly-supported measures intended to achieve justice and alleviate tension.

Non-Proliferation Treaty

We hope very strongly that there will be progress early in the year towards a universal non-proliferation treaty. We have stressed to the major powers involved the importance we attach to achieving agreement on such a treaty.

I am hopeful, after discussions with both United States and Soviet Union leaders, that realization of the common interest in preventing the spread of nuclear weapons will lead to early agreement. It would be an important achievement for world peace if agreement could be reached in this field and with respect to another current matter of great importance — that is, a comprehensive test ban. It is essential in both areas to resume the movement toward agreement on specific matters of arms control which began in 1963.

In 1967, Canada will assume a seat on the United Nations Security Council. We trust that we shall make a contribution to world security in that capacity in keeping with our contribution over the years to peace-keeping efforts of the United Nations in many parts of the world. We have made a particular effort at the 1966 session of the General Assembly to ensure that some progress was made in improving financing procedures for peace-keeping operations. We hope that, both with respect to financing and with respect to the technical ability to meet peace-keeping responsibilities, the United Nations will be strengthened in the months ahead.

Finally, I need hardly remind many of you to whom this annual message is directed that economic development and the relief of the most pressing problems of food shortages and health are just as important as international political problems. Canada has made a number of important changes in its economic assistance programmes, to bring the total allocations to about \$300 million and to make the terms and nature of our aid as helpful as possible to the developing nations. It will continue this process of expansion and improvement in the coming year.

To all who hear this message, I bring the greetings and goodwill of Canadians, and our assurances of positive action in an interdependent world to assure peace and well-being for all members of the world community.

Canada Embarks on its Second Century

A CENTENNIAL YEAR MESSAGE BY PRIME MINISTER L. B. PEARSON

As another year closes and we look forward to the beginning of a new one, we in Canada have a special reason for anticipation and excitement. This New Year, 1967, is the centennial of our nationhood. It is a time for celebration and a time for reflection, for the renewal of our hopes and expectations.

Most of all, I hope for more progress towards peace in our world in 1967 and for a strengthening of understanding and co-operation in Canada. The world needs more unity in the diversity of its nations, just as Canada needs more unity in the diversity of its social, cultural and regional interests.

It is my hope that our centennial year celebrations will increase our legitimate pride in our country and help us all to see Canada whole — not in its parts, in its divisions, in its difficulties, but whole, as a great and fortunate country with an honourable past of high achievement, a present of exciting and worthy effort and a future, if we have the will and the goodwill, which promise a destiny beyond the dreams of those who made our Confederation 100 years ago.

A Young Nation Still

As we enter our centennial year, we are still a young nation, very much in its formative stages. Our national condition is still flexible enough that we can make almost anything we wish of our nationhood. No other country is in a better position than Canada to go ahead with the evolution of a national purpose devoted to all that is good and noble and excellent in the human spirit.

As we feel the eyes of the world turned on Canada during our 1967 birthdate celebrations, I hope our belief in Canada's future will be strengthened, as a challenge to be taken up eagerly in faith — not as a problem to be endured in doubt.

We should all be proud of the achievements of our country in its first 100 years. The record gives us good reason for optimism about the progress we can make in our second century. As we can look back with pride, so we can look forward with hope and with confidence.

We are a greatly blessed land, though we often don't seem to realize it; we complain about our difficulties and seem to doubt our destiny.

Dualism and Diversity

We come from many races and are the better for it. We are forging a national unity — a national identity — out of the dualism of our origin and the diversity of our development.

Indeed, one of the most exciting and creative things about Canada is our racial and cultural diversity. This gives Canadians a far broader opportunity for personal and national growth and fulfilment than could ever be found in cultural and social uniformity.

So the great challenge to Canadianism as we begin our second 100 years is whether we can live together in confidence and cohesion; with more faith and pride in ourselves and less of self-doubt and hesitation; strong in the conviction that the destiny of Canada is to unite, not divide; sharing in co-operation, not separation or in conflict; respecting our past and welcoming our future, but at the same time enjoying to the full the blessings of our present. And there are many.

As we celebrate our centennial, we also face challenges and problems — the new problems that a new age is bound to bring along with new opportunities. Why should this trouble us? Our forefathers faced and solved far greater problems. Are we less worthy than they were as Canadians?

I know that today we live in a time of bewildering change at breathtaking speed. It is hard to keep up to this change. This is our greatest problem: not to become captives of the past when the present moves so quickly into the future. So we must find new solutions, adapt ourselves to new conditions, look ahead, think ahead.

In meeting the new challenges of our second century, however, we must never forget that there are values and principles that are enduring and unchanging. These remain the only solid foundation for real personal or national strength. And a measure of Canada's greatness and of Canada's progress will be our adherence to and our respect for these enduring moral values and high principles.

These are the ideals — truth and honour, tolerance and understanding, decency and dignity — to which we re-dedicate ourselves as we enter the second century of our national life.

Signposts of Change

NATO MINISTERIAL MEETING, DECEMBER 1966

THIS year 1966 saw many changes in NATO. The main focus of activity was provided by France's decision, announced on March 10, to withdraw its forces from the NATO integrated military command and to require the withdrawal of military headquarters and foreign bases (in effect, Canadian and United States) from France. This decision led the 14 other members of the alliance to make a common declaration on March 18 of continuing commitment to the principle of integrated defence, whereby forces are assigned to the alliance in peace-time and placed under the operational control of NATO's integrated command.

The French action has required considerable adjustment in the alliance's defence arrangements. Advantage was also taken of this situation to institute some reforms of the military structure, most notably in abolishing the Standing Group and transferring the Military Committee from Washington to Brussels where it will be co-located with the North Atlantic Council. By the end of the year many of the changes had already been made or were in hand, including arrangements for moving the civil headquarters to Brussels by the end of 1967. It is a sign of the resilience of the alliance that these changes have been effected in such a short time and without serious diminution of the deterrent power of the alliance. At the same time, in spite of the disappointment felt by the 14 members of the alliance over France's decision, it has proven possible to maintain for France the most active possible role within the alliance consistent with the position which France has adopted. The French Government, for its part, has affirmed that it intends to remain "the ally of its allies", and has shown a corresponding interest in working out new co-operative arrangements.

Novel Working Arrangements

To reflect and to give meaning to the evolving relation between France and "The Fourteen", adjustments were needed in existing arrangements for consultation and decision-making within the alliance. Now that French interest in military questions is confined to those that impinge on arrangements for military co-operation agreed on between France and "The Fourteen", it has been necessary to adopt some novel working arrangements. These were employed at the ministerial meeting held in Paris in December, and involved a meeting of the Defence Planning Committee at ministerial level (which France did not attend) one day in advance of the meeting of Council at ministerial level. Such arrangements permit "The Fourteen" to act together within and through the integrated defence structure, while, at the same time, they provide for France

participation in discussions of those questions that remain the concern of the whole alliance.

The most encouraging sign of the success of the adaptation within the alliance was the fact that the December ministerial meeting was essentially outward-looking and concerned with the future of the alliance in the face of the changing international situation. By contrast, the last ministerial meeting, held in Brussels in June, was essentially inward-looking, concerned with problems arising out of France's action.

Dominant Themes

At the December ministerial meeting, there were two dominant themes of political discussion on which there was general agreement. First there was the recognized need to improve East-West relations and, secondly, the acceptance of the desirability of studying the future of the alliance. The Council had before it a study of East-West relations, which had already revealed that there was a substantial measure of agreement within NATO on this subject. At the opening of the meeting, the Belgian Foreign Minister submitted a resolution proposing a study of the future tasks of the alliance in the light of developments since 1949. This proposal recalled the Canadian proposal of 1964, which was not pursued at that time for fear it might precipitate a confrontation with France. In the minds of most delegations, the proposal to study the future tasks of the alliance was closely related to, and tended to merge with, the Council's interest in improving East-West relations. For this reason, ministers decided to leave the study on the future of the alliance consideration of the possibility of developing new proposals for moving forward in the field of improving East-West relations.

Ministers were agreed that, for the present, bilateral relations with the countries of Eastern Europe offered the most promising avenue for reducing East-West tensions. The ministerial meeting provided the new German Foreign Minister, Mr. Brandt, with his first opportunity to expound the policy of the coalition Government. He affirmed the wish of the Federal Government to take an active part in seeking to improve East-West relations. All ministers considered that the pursuit of such a policy by all NATO countries would not only reduce the risk of war in Europe but would also, through increasing confidence, facilitate an eventual peace settlement in Central Europe.

An important decision of the December meeting, which reflects the recognized need to engage all members as fully as possible in all the affairs of the alliance, was the establishment of a Nuclear Defence Affairs Committee and a subordinate Nuclear Planning Group. Membership in the Nuclear Defence Affairs Committee is open to all members of NATO who wish to participate. Agreement was reached on a membership of seven in the Nuclear Planning Group (which includes Canada), who are to serve for 18 months. Canada supported this decision, which will broaden participation in the formulation of

alliance nuclear defence policy, and may open the way to a non-proliferation agreement.

Canada shares with all members of the alliance the sense of satisfaction that the adjustments required by the French decision have been largely completed within the relatively short period of nine months, and in such a way that a continuing association with France has been maintained. This will permit the alliance to direct increasing attention to the vital tasks of working for a reduction of tension in Europe and toward the ultimate goal of a peaceful settlement in Europe.

Nuclear Power Agreement with India

ON December 16, 1966, the Honourable D. Roland Michener, Canadian High Commissioner in India, and Dr. Vikram A. Sarabhai, Secretary of the Department of Atomic Energy of the Government of India, signed at New Delhi an agreement to amend an earlier agreement relating to the Rajasthan Atomic Power Station and the Douglas Point Nuclear Generating Station. The original agreement, signed in 1963, provided for the construction, with Canadian assistance, of a 200-megawatt nuclear reactor and electric generating station in the Indian state of Rajasthan.⁽¹⁾ The amending agreement signed this year provides for the construction of a second reactor on the same site. The total foreign-exchange costs of both units will amount to some \$73.5 million, which will be financed by Canadian credits provided by the Export Credit Insurance Corporation. The two units, when completed, will increase substantially the supply of electric power and will be an important contribution to the industrial development of India.

Canadian co-operation with India in the peaceful use of atomic energy has been extensive, and goes back over a decade. Both countries share the determination to develop nuclear power for peaceful purposes only. The years of fruitful co-operation have brought them, among other benefits, closer association in the efforts being made throughout the world to bring about nuclear and general disarmament. The agreements signed at New Delhi last December indicate the determination of both countries to continue to develop nuclear energy for peaceful purposes only, and a recognition of the desirability of using the services of the International Atomic Energy Agency to administer effective safeguards arrangements towards that end.

Concern with Safeguards

Since the Canadian Government had always attached great importance to the idea of safeguards to ensure that nuclear reactors were used for peaceful purposes only, this consideration was an important feature of the 1963 agreement. It was also unique, in that the safeguards rights granted to Canada in respect of the Rajasthan reactor were reciprocally granted to India in respect of the similar Canadian reactor at Douglas Point.) The same safeguards provisions also apply to the second reactor to be built in Rajasthan; the details of the safeguards principles and procedures involved were set forth in an exchange of letters that were signed by the Canadian and Indian representatives at the same time as they signed the amending agreement.

The Canadian Government has also been an active supporter of the International Atomic Energy Agency and its system of safeguards to ensure that

¹⁾ See article entitled "Canada-India Co-operation in Atomic Energy Field", *External Affairs*, March 1965, Pp. 115-117.

nuclear reactors are used for peaceful purposes. Article XV of the 1963 agreement between Canada and India provided that the two governments would consult from time to time to determine in what respect and to what extent they desired to avail themselves of the services of the Agency. In September 1965 the IAEA established for the first time a comprehensive and effective safeguard system that would apply to large reactors of this type and declared itself ready to assume responsibility, at the request of the parties concerned, for administering the safeguards rights provided in bilateral agreements so long as such safeguards were essentially consistent with the Agency system. As envisaged in the agreement of 1963, therefore, Canadian and Indian officials had discussions on this matter and decided jointly to request the IAEA to administer the bilateral safeguards of the 1963 agreement. The exchange of letters established the detailed procedures for these safeguards and specified that the Agency would be requested to administer them as soon as a reactor in each of the two stations (i.e. Rajasthan and Douglas Point) had operated at full power for one year or within 15 months after it first achieved criticality, whichever was earlier until that time, however, safeguards will continue to be administered bilaterally.



The Honourable D. Roland Michener, Canadian High Commissioner in India (front row, left) and Dr. Vikram A. Sarabhai, Secretary of the Department of Atomic Energy of the Government of India (second from left), sign an agreement to construct the second nuclear reactor and electric-generating station in the state of Rajasthan.

Canada-Czechoslovakia Contacts Increase

THE official visit to Canada from December 6 to 11, 1966, of the Foreign Minister of the Czechoslovak Socialist Republic, Mr. Vaclav David, was further evidence of the improving climate of relations between Canada and Czechoslovakia. Included in Mr. David's Ottawa itinerary were extensive conversations with his host, the Secretary of State for External Affairs, the Honourable Paul Martin, and calls on the Prime Minister, the Minister of Trade and Commerce, the Speaker of the House of Commons and the Leader of the Government in the Senate.

Canada's direct diplomatic relations with Czechoslovakia date from 1947, when a Canadian mission was established in Prague. The respective legations in Prague and Ottawa, headed by *chargés d'affaires*, were raised to the status of embassies in 1962. The present Canadian Ambassador to Prague is Mr. M. N. Bow and the Czechoslovak Ambassador to Ottawa is Dr. M. Zemla.



The Czech Foreign Minister, Mr. Vaclav David, and members of his party are welcomed on their arrival in Canada at Dorval Airport, near Montreal. Left to right: Mr. J. Johanes; Mr. J. Halstead of Canada's Department of External Affairs; Mr. David; the Czech Ambassador to Canada, Dr. Miroslav Zemla; Mr. E. Bilek; Mr. R.W. Murray of the Department of External Affairs.

Trade

Since 1962, there have been increasing contacts between Canada and Czechoslovakia in many areas, one of the most important of these being trade. Canadian-Czechoslovak trade has increased impressively in recent years, and now runs at about \$50 million *per annum*. Canada's trade relations with Czechoslovakia are governed by the GATT, by a 1928 Convention of Commerce and by a five-year wheat agreement (for 44 million bushels) signed in October 1963. Czech exports to Canada (approximately \$16 million in 1965) have consisted mainly of glass goods, rubber boots and shoes, fabrics, typewriters and cars.

The visits made to Czechoslovakia in the autumn of 1966 by the Honourable Robert H. Winters, Minister of Trade and Commerce, and by the Honourable S. J. Randall, Ontario Minister of Economics and Development, augur well for the continuing development of Canadian-Czech trade.

Beginning in January 1967, various reforms of the Czech economy will place greater emphasis on the profitability and decentralized administration of industry and will involve the establishment of several new types of trading organization. It is expected that this reorganization will also open up new opportunities for the expansion of trade.

The importance of major Czech participation in Expo '67 (where the Czech international pavilion is one of the largest) was stressed by Mr. Martin and Mr. David as a tangible indication of expanding and improving relations between Czechoslovakia and Canada. Canada has frequently participated in the internationally famous Brno Trade Fair and will participate again in 1967.

Recent Exchanges

The increasing mutual interest of Czechs and Canadians is demonstrated by the growing number of exchanges that are taking place. In August 1965, a Canadian Parliamentary delegation, led by the then Speaker of the House of Commons, the Honourable Alan McNaughton, and Senator Croll, visited Czechoslovakia and in June 1966 a delegation from the Czechoslovak National Assembly, led by its Chairman, Mr. B. Lastovicka, returned the visit. In addition, there have been a number of less formal exchanges in the arts, business, sports, tourism, etc. Recent examples are the participation of the Czech National Team in the Canadian Centennial Hockey Tournament in January 1967, the visit by the Czechoslovak Philharmonic Orchestra to several Canadian cities in 1965 and the interest shown in a photographic exhibition of Canadian architecture exhibited in Prague, Bratislava and Brno in the autumn of 1965. Canadian scientific co-operation with Czechoslovakia has brought a growing number of Czechoslovak scientists to Canada on fellowships awarded by the National Research Council and other Canadian institutions. Its further development was fostered by a visit to Canada in June 1966 of delegations from the Czechoslovak Academy of Sciences and the States Commission for Technology and by the visit to Czechoslovakia, in September 1966, of an NRC delegation.

With regard to the various bilateral problems still outstanding, Mr. David and Mr. Martin agreed to give appropriate attention to consular matters concerning the citizens of both countries, including the reunification of families. They also agreed that attention would be given to finding a basis for the negotiation of a settlement of outstanding financial questions and claims between the two countries.

In addition to giving extensive attention to bilateral relations, the two Ministers exchanged views on major international problems such as Vietnam, non-proliferation and European security.

Mr. David's Tour

After the official talks in Ottawa, Mr. David spent two days visiting points of interest in the Toronto and Montreal areas. A short visit to the Yorkdale Shopping Centre on Toronto's outskirts provided Mr. David with an opportunity to see one of Canada's most modern retail merchandising complexes, while tours of the Ford Motor Plant at Oakville and Ontario Hydro's Sir Adam Beck generating plant at Niagara Falls enabled him to form an impression of Canada's industry, as well as its success in harnessing natural resources. Mr. David also took great interest in his visit to the Fraser Farm at Streetsville, which boasts a herd of prize pedigree Holstein cattle.

In Montreal, Mr. David's party toured the site of Expo '67, making a special stop at the Czech pavilion to examine the progress of its construction. Mr. David also toured the City of Montreal and enjoyed a hockey game between the Montreal "Canadiens" and the Detroit "Red Wings" which he and his party attended at the Montreal Forum. Hockey, Canada's national game, enjoys great popularity in Czechoslovakia and Canada's representatives in international hockey competition have developed great respect for their Czech counterparts. An enthusiastic sportsman and an excellent shot, Mr. David accounted for most of the game bagged by his party on a hunting trip arranged for him at a club south of Montreal. His success at the hunt was a propitious way to end his visit, the mood of which was well reflected in the following sentence from a communiqué issued jointly by Mr. Martin and Mr. David at the end of their conversations:

It was agreed that the current discussions, which were marked by cordiality, frankness and respect for differing approaches, had been fruitful, and that such discussions made an important contribution to the consolidation of friendly relations between Czechoslovakia and Canada, and on a more general plane to the development of peaceful co-operation between states of different social systems.

Mr. Martin accepted with pleasure the invitation of Mr. David to visit Czechoslovakia at a date to be decided later.

Canada's Centennial in Sweden

A REPORT BY THE CANADIAN EMBASSY ⁽¹⁾

"We have decided . . . to ask all missions to consider what could and should be done to commemorate the centennial in the countries to which they are accredited . . ." With these words and some others of an encouraging but cautionary nature, the Department of External Affairs, in a letter dated March 4, 1965, started the process of preparing for Canada's centennial celebration in Stockholm. At the time of writing it is still going on. That document was by no means the first communication the Embassy received on the subject of the centennial — our files show one dated March 30, 1962. It was certainly not the last. However, unlike the earlier communications, which were intended to inform and inspire, the letter of March 1965 called for action — and a reply.

Everyone in the Embassy had had his own ideas on what would be the most appropriate way of marking the centennial in Sweden. Some of the ideas, such as naval visits and musical rides by the Royal Canadian Mounted Police, were specifically excluded because of demands at home. But there remained a fascinating variety, ranging from a fireworks display over Stockholm harbour to gala performances by a Canadian ballet company. As these were subjected to a few feasibility tests, it became obvious that ideas were in better supply than were the means of carrying them out. At the same time, more practical activities were also canvassed and accepted, and are now included in our preparations and plans.

Swedish Centennial Representation

While we were still wondering what we should do in Sweden, we were receiving regular instructions relating to Sweden's participation in our birthday celebrations at home, particularly in Expo '67. Sweden was among the first countries to accept our invitation to take part in Canada's World Exhibition, and the energy of Sweden's Commissioner-General Folke Claeson played a great part not only in that country's participation but in advancing the idea of a Scandinavian pavilion. The Ambassador was also instructed to tender the Governor General's invitation to His Majesty King Gustaf VI Adolf to come to Canada at a convenient time during the centennial year. As the King no longer travels outside Europe, he has indicated his intention of being represented by his youngest granddaughter, Her Royal Highness Princess Christina, a 23-year old student at Stockholm University. Princess Christina has also consented to be guest of honour at the principal centennial celebration in Stockholm.

At the combined initiative of the Royal Canadian Navy and the Expo '67 administration, we have also extended invitations to the Royal Swedish Navy

(1) This is the first of several articles reporting centennial celebrations abroad.

to take part in naval occasions being arranged for the centennial. It has been announced that one of Sweden's newest destroyer escorts, *Halland*, will visit Montreal for Scandinavian Day at Expo on June 8, and possibly take part in the Centennial Naval Assembly at Halifax in June.

The Embassy has also been of some assistance in extending invitations to the famous economist Professor Gunnar Myrdal to lecture in Montreal in May and to the Swedish Ombudsman, Alfred Bexelius, who will speak to an international forum, also in Montreal. In addition, the Royal Swedish Opera, which consists of some 240 persons including Miss Birgit Nilsson, will be in Canada to give performances of four operas for which it is particularly well-known: *Kristan and Isolde*, *Rakes Progress*, *Aniara* and *The Masked Ball*, the libretto of which is based on the assassination of the Swedish King Gustav III.

Visits and Plans

Even before Canada's centennial year started, in the late autumn of 1966, Sweden sent to Canada a large group of businessmen and government economic experts, headed by His Royal Highness Prince Bertil, on a "Meet Modern Sweden" campaign. These senior executives undertook an exhausting coast-to-coast itinerary of Canada, which was complicated by the Air Canada strike and the first Canadian snow-storm of the year, which disrupted most of the remaining flight schedules. In the perverse way in which public relations activities often operate, these mishaps heightened Swedish interest in the visit. On the whole, the campaign attracted a great deal of attention to Canadian affairs, which we intend to maintain during the centennial year.

All this has been what might be called "responsive" activity, in that all the initiatives came from elsewhere. But it was in the knowledge of these activities that we made our own plans for the centennial. In August 1966, after we had been informed of the sort of assistance and other resources that were available, a meeting was held in the Embassy at which representatives of all government departments in Stockholm were present, and there our centennial plans took a reasonably firm shape.

Both the occasion itself and the high standards the Swedes themselves maintain in such matters made it imperative that, whatever was done to observe Canada's hundredth anniversary in Sweden, it had to be in all respects first-class. It was also clear that, like every other mission abroad, we should have to rely primarily on our normal resources, slightly augmented. Consequently, we should act on the assumption that the main objective of our information programme in 1967 would be to publicize in Sweden what had been and would be going on in Canada, rather than to try anything very elaborate by way of Canadian manifestations in Sweden.

Swedish-Canadian Society

The Embassy is fortunate in that there is in Stockholm an active and helpful

Swedish-Canadian Society, headed by Mr. Bo Flodman, a Swedish businessman who has lived ten years in Montreal. The Society has about 150 members; half are presidents or managing directors of Swedish firms doing business in Canada where about 30 of them have incorporated subsidiaries. The other half of the Society members are people who have lived for considerable periods in Canada, including a handful of Canadian citizens now living in Sweden. At this point it seemed logical to ask the Society for its help in preparing the centennial celebrations in Sweden. It was agreed that the social event should take the form of a dinner and dance. It had been reluctantly acknowledged from the beginning that, as July 1 falls not only on a weekend but also at the height of the holiday season in Stockholm, few Swedish personalities would be available for any form of celebration at that time. It was, therefore, decided that the banquet should take place in mid-April, when most of the persons we wished to invite would be available. The thought had also occurred that it would be better to make as much of a splash as we could early in the centennial year rather than later.

The Swedish-Canadian Society has carried the preparations forward from there. The party will be given by the Society on a subscription basis for its own members. The Ambassador undertook to subscribe for a stated number of guests. In addition to Princess Christina, the guests will include Swedish Court and Government dignitaries, Ministry of Foreign Affairs officials, and heads of missions of the Diplomatic Corps. It is expected that about 500 in all will be present at a formal dinner and dance. If plans work out, a conspicuous item on the menu will be specially flown from Canada. On July 1, the Ambassador and his wife will receive at the Embassy residence for Canadians in Stockholm at the time.

In addition to this festive part of the celebration, arrangements have been made to augment the regular information programme of the Embassy, and an experienced Swedish information officer has been engaged for the year to deal with the extra business arising out of the centennial activities.

Sequence of Events

The first manifestation will be a special "Canada" edition of *Dagens Nyheter*, the largest Swedish newspaper, which is to appear late in January. This will be followed by a photographic exhibition entitled "Focus 16 — A look at Canada by Sixteen of its Young Photographers".

In March, the Canadian world hockey championship entry will play two games in Sweden. Hockey is taken seriously in Sweden and the Canadian game as it is played by Canadians is rarely, if ever, admired by the Swedish public, and even less by the press. It is, therefore, something of a gamble to say on which side of the ledger to enter an impending visit to Sweden by a Canadian hockey team.

Less contentious sporting events, such as skiing and handball champion

ships, have already taken place in Sweden this year, with Canadian teams participating.

A prestige film showing is being arranged for later in the spring, to which some 250 persons interested in this art-form will be invited. We are also hoping to be able to undertake some paid advertising of a general promotional nature aimed at the travelling Swede, a formidable figure in the tourist resorts of Europe and North Africa.

Invitations to speak are, in a normal year, more frequent than the Embassy can deal with. It is planned this year that an extra effort will be made to see that as many requests are met as is humanly possible.

Swedish television has shown considerable interest in our celebrations. For example, on April 27, on the eve of the opening of Expo '67, an entire evening will be devoted to Canada. Other individual films on Canada are being prepared by Swedish film-makers for use both at Expo and in Sweden. The Embassy has been able to assist producers to visit Canada and to obtain material and technical support for their work while there.

Not all Canadian information activities in Sweden have been inspired by the Embassy. The Swedish Commissioner-General for Expo is also interested in having Swedes see the results of his work. In this effort the Embassy has been able to make common cause with him. There has also been a considerable amount of promotion of Expo '67 by interested parties. For example, a presentation was given for travel agents and tour operators in May 1966, which was organized by Air Canada and Canadian Pacific Airlines. An Expo promotion campaign was also organized by a group of Canadian Rotarians, who undertook a strenuous three months' speaking tour of Sweden last summer.

Reports on Canadian Events

As already mentioned, it was our underlying assumption that the most effective way in which our celebrations could attract attention in Sweden would be through events taking place in Canada itself. It will be the Embassy's job to see that they are well and thoroughly reported in Sweden. The visit of Princess Christina, the visits of the Swedish warship *Halland* to Montreal and the East Coast, the presence of the Swedish Royal Opera in Montreal, the lectures being given in Canada by Professor Myrdal and Mr. Alfred Bexelius, will all offer occasions for bringing Canada to the attention of Sweden and, of course, Sweden to the attention of Canada. Arrangements are being made to see that we are provided as speedily as possible with reports and photographs of these and other events likely to be of interest to news media here.

These are the plans, and no serious hitches are in sight.

We hope considerable numbers of Swedes will go to Canada this year and that those who do not will know a good deal more about our country in 1968 than they did in 1966.

Recent Canada-Korea Visits

DR. Tong Won Lee, Foreign Minister of the Republic of Korea, paid a visit to Ottawa from December 19 to 21, 1966, his primary purpose in coming to Canada being to sign a Canada-Korea trade agreement. His visit and an almost simultaneous visit of an official Canadian party to Korea are illustrative of the increasing number of contacts between the two countries. ⁽¹⁾

Dr. Lee had a distinguished academic career before becoming Foreign Minister. He carried out advanced studies at both Columbia University and Oxford, obtaining a degree of doctor of philosophy from the latter, and subsequently established the International Research Centre in Seoul. He was appointed Minister of Foreign Affairs in July 1964, and played a critical role in the successful conclusion of the Korea-Japan "normalization" agreement which came into effect in 1965. He was also a major force behind the ninth Asian Ministerial Meeting for Asian and Pacific Co-operation held in Seoul in June 1966, which resulted in the establishment of an Asian and Pacific Council (ASPAC).

Dr. Lee, who had participated in the United Nations annual debate on the "Korean Item" before coming to Canada, arrived in Ottawa on December 19. The following morning, he paid a courtesy call on Prime Minister Pearson and held private talks, with particular emphasis on Asian problems, with the Secretary of State for External Affairs, the Honourable Paul Martin. On the afternoon of December 20, Dr. Lee, Mr. Martin, the Honourable Robert F. Winters, Minister of Trade and Commerce, and the Korean Ambassador, His Excellency General Sun Yup Paik, signed the trade agreement between Canada and the Republic of Korea.

Statement on Trade Agreement

In a tabling statement to the House of Commons on January 9, Mr. Winter commented on the agreement as follows:

"... Under the agreement, Canada will accord to imports from Korea the rates of the most-favoured-nation tariff which are now applied to imports from the United States, Japan and other most-favoured-nation countries. In return Canadian goods are assured of as favourable tariff treatment by Korea as those from any other country.

"There is also an understanding with respect to the access to the Korean market for goods of particular interest to Canada which may be affected by the balance-of-payments controls applied by Korea. This understanding is in separate exchange of letters. There are also separate undertakings to deal with possible problems of market disruption which may arise in the future, as we

(1) See the article entitled "Canada's Relations with the Republic of Korea", *External Affairs*, October 1965, Pp. 460-467, for a summary of relations up to that time.

the application by Korea of voluntary restraints on exports to Canada of certain goods for the 12-month period beginning January 1, 1967. These goods are listed in the annex to the correspondence between the Korean Embassy in Ottawa and the Department of Finance.

"This agreement marks a further step in our programme for expanding Canada's trade and economic relations with our neighbours across the Pacific. Canada has supported the accession of Korea to the General Agreement on Tariffs and Trade, which is expected to take place shortly. At present trade between Canada and Korea is relatively small. (In 1965 Canadian exports to that country amounted to about \$800,000, while imports into Canada from Korea amounted to \$1.5 million. In the first seven months of 1966, Canadian exports were approximately \$1.7 million and imports \$1.1 million.) Under this agreement we look forward to a mutually advantageous expansion of this trade."

On the evening of December 20, the Korean Embassy gave a reception and Mr. Martin was host at a dinner in honour of Dr. Lee to which were invited a number of distinguished Canadian veterans of the Korean War. The following morning, Dr. Lee left Ottawa for Seoul. It is worth noting that this was the first time a Korean Foreign Minister had paid a visit to Canada, though Dr. Lee had been in Canada on previous occasions in a private capacity.

A significant visit was paid to Korea by a Canadian delegation earlier in the same month. On December 10, a combined Canadian government and military group held a memorial service at the United Nations Memorial Cemetery in Pusan, Korea. The party was led by Senator the Honourable Ross Macdonald, former Speaker of the House of Commons and Senate Leader of the Government and Minister without Portfolio until 1964. It also included the Deputy Ministers of Veterans Affairs and National Health and Welfare and a contingent from the Canadian Army.

In addition to a Canadian firing-party and sentries, a Korean honour guard and band also participated in the service. Attending the ceremony were a large number of veterans of the Korean War and several dignitaries, including the Commander-in-Chief of the United Nations Command in Korea and many others who had come from Seoul specifically for the service. The Korean Government was represented by the Minister of National Defence.

This ceremony, which was the first of its kind to be held in Korea by an official Canadian party, served as an impressive and moving tribute to the 516 Canadian servicemen who were killed during the Korean War.

Mr. Pickersgill Visits Santo Domingo

ON HIS RETURN to Canada from the Barbados independence celebrations, the Honourable J. W. Pickersgill, Minister of Transport, paid a courtesy visit to Santo Domingo on December 1 and 2 at the invitation of President Joaquin Balaguer of the Dominican Republic.

Mr. Pickersgill, accompanied by Mrs. Pickersgill, was met by the Acting Foreign Minister, Dr. Francisco Carias Dominici, and other representatives of the Dominican Government and by Mr. George Hampson, the Canadian Chargé d'Affaires. Accompanied by Dr. Carias and Mr. Hampson, Mr. Pickersgill had an interview with President Balaguer at the Presidential Palace in Santo Domingo. Later the same evening a reception was held in honour of Mr. and Mrs. Pickersgill by the Chargé d'Affaires, at which they again met President Balaguer, as well as other members of the Dominican Government, a number of distinguished Dominican citizens, members of the Canadian community in the Dominican Republic and the Diplomatic Corps.

The following morning the Canadian party toured the old section of the city of Santo Domingo, the first major settlement of Spain in the New World. They visited the magnificently-restored residence of Columbus's son Diego, the first Governor of Hispaniola, and the Cathedral of Santo Domingo, where Columbus is said to be buried.



The Honourable J. W. Pickersgill, Minister of Transport (left), in conversation with President Joaquin Balaguer of the Dominican Republic (second from left), Monseigneur Clarizio, the Papal Nuncio and Dean of the Diplomatic Corps in the Dominican Republic, and Dr. Francisco Carias Dominici, the Acting Foreign Minister of the Dominican Republic.

Before his departure from Santo Domingo, Mr. Pickersgill expressed his pleasure at having been invited to the Dominican Republic, his appreciation of Dominican hospitality and the hope that his visit might contribute to a strengthening of relations between the two countries.

The Control of Sealing in the Gulf of St. Lawrence

A STATEMENT BY THE MINISTER OF FISHERIES,
THE HONOURABLE HÉDARD J. ROBICHAUD

DURING the last two years, 1965 and 1966, the Department of Fisheries has been directly and keenly interested in the introduction of measures which would prevent any occurrence of cruelty in Canadian sealing operations in the Gulf of St. Lawrence and off the coasts of northern Newfoundland and Labrador. This is additional to the important matter of conservation.

Conservation measures, laws included in the Seal Protection Regulation made under Section 34 of the Fisheries Act, are based on conclusive scientific evidence resulting from more than 20 years' work by the Fisheries Research Board, and preclude the possibility of decimating Atlantic seal herds migrating to the Gulf of St. Lawrence each year. In fact, the regulations there are designed to increase the herds.

The sealing operations first came under general public observation with the introduction of aircraft into the activities in the Gulf of St. Lawrence. Ships with their large crews of sealers have been operating for years from Newfoundland and the Maritimes. The men on these vessels were, of course, experienced sealers. Sealers who were engaged by aircraft operators off the Gulf of St. Lawrence were, for the most part, inexperienced. Through lack of knowledge of the operation and careless attitudes, there was certainly much activity of a nature which left a great deal to be desired.

Need Grows for Supervision

The sealing operations in the Gulf and elsewhere in the Atlantic were unsupervised over all the years until these undesirable occurrences took place in the Gulf. Lack of supervision in those days is explained by the fact that, until recent years, the ship operations by our nationals did not present an acute problem. Even when it became apparent that conservation regulations should be introduced, we were not in a position to make restrictions on Canadian sealers which would not apply to sealers of other nations operating on the high seas. Informal agreements were made with Norway about opening and closing dates of sealing seasons. In time the conservation need became apparent through research conducted by the Fisheries Research Board of Canada.

Canada proposed to the International Commission for the Northwest Atlantic Fisheries that a Protocol to the Convention be introduced relating to harp and hood seals in order to bring the operation under international control. The resolution was adopted by the Commission in 1961 and the Protocol opened

or signature to the member nations in 1963. It was finally ratified by all member nations by the spring of 1966, in time to be included in the agenda for the annual meeting of this Commission in Madrid, Spain, in June of this year. A panel with membership from interested nations was established, and there has been a further meeting of this panel this fall in Copenhagen, Denmark. These discussions will lead to international conservation measures in areas outside the Gulf of St. Lawrence. Inside the Gulf, the fishery in 1965 and 1966 was exclusively Canadian.

In 1964, as a preliminary control measure, sealing vessels and aircraft engaged in sealing were licensed by the Department of Fisheries. There was very little supervision of their activities, but a number of observations were made.

New Regulations

Consultations with the industry and with humane-society representatives followed and a new set of sealing regulations governing sealing off the Atlantic Coast was developed in the fall of 1964 to apply in 1965. Open and closed seasons for operations from ships and aircraft were retained as before, but a number of control measures were introduced in addition.

For conservation purposes a quota was applied to a large area of the Gulf of St. Lawrence, limiting the kill of harp seals of less than a year in age by sealers operating from ships and aircraft to 50,000. There was a new prohibition against the killing of hood seals in this same part of the Gulf. The killing of adult seals in breeding patches was prohibited. Aircraft were permitted in the area of the Gulf of St. Lawrence where they had already established an operation but not elsewhere. The Norwegians also agreed not to use aircraft in the actual sealing operation off Newfoundland and Labrador.

In addition to these conservation regulations, new regulations came into force defining minimum weight and length of a club for killing seals, prohibiting the taking of seals by longline, and prohibiting the skinning of a seal until it is dead. There was a new regulation limiting the time that sealskins could be left on the ice before removal to a base of operations.

After experience in enforcement of these new regulations in 1965, there were further meetings with industry and with representatives of the conservation and humane societies with a view to regulation improvement.

Amendments were introduced to include an extension of the area to which the quota applies to cover waters some distance to the east of the Gulf of St. Lawrence. There is a prohibition against moving a live seal from where it is found except with the permission of the Minister. Killing methods have been rigidly defined and the regulations prohibit the use of other methods. The approved methods specify lengths and weights of gaffs and clubs; they define the ballistics of acceptable rifle calibres and the types of cartridge that may be used for killing the older seals.

Every person engaged in sealing must now obtain a licence, including those operating from shore or from small boats.

During the 1965 and 1966 operations, every sealing ship has had aboard a fishery officer to see that the regulations are carried out. In addition, fishery officers patrolled the ice where operations were being carried out by sealer both from ships and aircraft. Officers were also available to check on quota at aircraft landing points. These officers worked long hours at all times of the day and, from all reports, have been dedicated to their task.

Observations have been carried out with assistance from the Department by representatives of conservation and humane societies during the sealing season in 1965 and 1966. Their recommendations have been taken into account in drawing up amendments to the regulations in recent years.

Humane Society Investigation

During the 1966 operations, the Ontario Humane Society representative and others working with him experimented under special permit in an evaluation of killing methods other than those stipulated by regulation, using such implements as the captive bolt pistol and plastic-filled cartridges fired from standard weapons. Under the weather and other conditions prevailing, none of these was found to be satisfactory. In their report they stated the view that a suitable club, properly handled, remains the most effective and humane way of killing the young seals. Experiments will continue, but in the meantime a new regulation is proposed stipulating that young seals may be killed only with a heavy hardwood club of specified dimensions. The long and unwieldy gaff is to be prohibited as a killing instrument, although, of course, sealers will be permitted to carry such an implement for personal safety. The new amendments proposed for next season will prohibit the killing of young seals by any method other than with the specified club.

Indeed, the proposed regulations go farther, in that they will prohibit the striking of any live seal with any implement other than the approved club. They will also prohibit the commencement of any operation toward skinning the seal until there is no doubt that it is dead.

Other regulations proposed will stipulate that the master of a ship or pilot of an aircraft is responsible for ensuring that every person engaged in sealing from the ship or aircraft concerned is in possession of a licence, the proper means of identification issued with the licence, and is in possession of a proper killing weapon as described in the appropriate section of the regulations.

A prohibition on sealing during darkness is proposed, between 6:00 p.m. and 6:00 a.m. We are also considering a regulation which will give any fishery officer authority to suspend the licence of any licensee and require him to return to his ship or aircraft, or to shore, when the licensee is found to be contravening the provisions of the Seal Protection Regulations.

We are studying a means of identifying licensed sealers on the ice more readily, by use of a disc or armband which will include the licence or identification number

On October 21, I stated in the House of Commons that I could not accept the recommendation of the small number of members of the SPCA who have advocated total abolition of sealing by Canadians. I have the responsibility for management of fisheries generally, and seals, by definition in the Fisheries Act, are included. I regard the seal hunt, properly conducted, as a necessary part of the overall management programme.

The publicity given the sealing operations has been unfortunate. Much of it has been exaggerated; much of it has been incorrect. It has been determined, for example, that films shown on television here and abroad included lurid scenes staged for the purpose, some by persons who were not sealers at all, and all of this was done before the season opened in 1964.

I met with representatives of the conservation and humane societies as well as members of the sealing industry on June 1, 1966. For the occasion I invited also a number of the fishery officers who had taken part in the enforcement programme on the ice in the spring. In drafting the proposed amendments, the reports and recommendations made by the humane and conservation society representatives were given all possible consideration. The fishery officers' views and recommendations from our regional directors for the Atlantic were also studied. The proposed regulation amendments were sent out to the representatives who attended the June 1 meeting, and each was asked to comment by mid-November. These comments are in Ottawa now and are under study with a view to early passing of a new set of amendments for the Seal Protection Regulations.

It is our intention, too, to deploy a larger force of fishery officers on the sealing grounds with more equipment for supervision of the sealing operations.

Wedding Gift for Princess Margriet

ON January 10 of this year, Her Royal Highness Princess Margriet of the Netherlands was married to Mr. Pieter van Vollenhoven. Four days earlier, on January 6, the Canadian Ambassador to the Netherlands presented a gift from the Canadian Government to Princess Margriet and Mr. van Vollenhoven, as a mark of Canada's esteem for the Netherlands and of its interest in the Princess, who was born in Ottawa in 1943.

At the time of Princess Margriet's birth, the Royal Family of the Netherlands was living in Canada. Although the room occupied by her Majesty Queen Juliana was deeded by Canada to be Netherlands territory at the time Princess Margriet was born, Canadians like to think that the Princess is partly Canadian. They were proud and honoured that Queen Juliana chose to live in Canada during the War, and many Canadians retain memories of her charm and easy grace. Her Majesty and His Royal Highness Prince Bernhard have maintained their contacts in Canada through periodic visits.



The Canadian Ambassador in The Hague, Mr. W. F. Bull, presents to Her Royal Highness Princess Margriet and Mr. Pieter van Vollenhoven, as a wedding present, a painting by Henri Masson entitled Gatineau Winter.

FORTHCOMING CONFERENCES

Third Special Inter-American Conference: Buenos Aires, February 15
Eighteen-Nation Disarmament Committee: Geneva, February 21
COSOC Commission for Social Development: New York, March 6-22
NIDO Industrial Development Board: New York, March-April
World Meteorological Organization, fifth world congress: Geneva, April 3-28
UN General Assembly, fifth special session: New York, April-May
World Health Assembly, twentieth session: Geneva, May 8-27
COSOC, forty-second session: New York, May 8 - June 2
NHCR Executive Committee: Geneva, May 22-30
International Labour Conference, fifty-first session: Geneva, June 7-29
NICEF Executive Board: New York, June 12-22
NDP Governing Council, fourth session: Geneva, June 12-30

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. J. R. McKinney, High Commissioner for Canada to Trinidad and Tobago, accredited High Commissioner for Canada to the Barbados, effective November 30, 1966.
- Mr. J. T. Boehm posted from Ottawa to the Office of the High Commissioner for Canada, Rawalpindi, effective December 23, 1966.
- Mr. J. Corbeil posted from Ottawa to the Permanent Mission of Canada to the United Nations, Geneva, effective December 28, 1966.
- Mr. J. F. Moffatt posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York, effective December 28, 1966.
- Mr. J. R. Morden posted from the Office of the High Commissioner for Canada, Rawalpindi, to the Delegation of Canada to the Conference of the Eighteen-Nation Committee on Disarmament, Geneva, effective December 30, 1966.
- Mrs. L. M. R. Finsten appointed to the Department of External Affairs as Personnel Administration Officer 4, effective January 1, 1967.
- Mr. A. Couvrette posted from the Office of the High Commissioner for Canada, Lagos, to the National School of Administration, Paris, effective January 2, 1967.
- Mr. R. L. Elliott posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective January 2, 1967.
- Mr. W. K. Wardroper appointed Director of the Asian Development Bank in Manila, effective January 4, 1967.
- Mr. L. A. Delvoie posted from the Middle East Centre for Arab Studies, Shemlan, to the Canadian Embassy, Cairo, effective January 5, 1967.

- Mr. E. M. Hepner posted from Ottawa to the Office of the High Commissioner for Canada, Nairobi, effective January 6, 1967.
- Mr. T. C. Bacon posted from Ottawa to the Office of the High Commissioner for Canada, London, effective January 6, 1967.
- Mr. G. D. MacKinnon posted from Ottawa to the Canadian Embassy, San Jose, effective January 7, 1967.
- Mr. G. Périard posted from the National School of Administration, Paris, to Ottawa, effective January 8, 1967.
- Mr. P. F. Brady posted from the Canadian Embassy, San Jose, to Ottawa, effective January 12, 1967.

TREATY INFORMATION

Current Action

Bilateral

Finland

Agreement between the Government of Canada and the Government of Finland concerning application of the Canada Pension Plan to locally engaged employees of the Government of Finland in Canada.

Signed at Ottawa January 13, 1967. Entered into force January 13, 1967.
To be effective from January 1, 1966.

Yugoslavia

Exchange of Notes between the Government of Canada and the Government of Yugoslavia concerning the waiver of visa fees for non-immigrant travellers between the two countries.

Belgrade September 19, 1966. Entered into force January 1, 1967.

Multilateral

International Telecommunication Convention, Montreux 1965.

Done at Montreux November 12, 1965.

Signed by Canada November 12, 1965.

Canadian Instrument of Ratification deposited August 31, 1966.

Entered into force January 1, 1967.

EXTERNAL AFFAIRS

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GEORGES PHILIAS VANIER
1888 - 1967

KARSH

Canada's Tribute to Governor-General Vanier

**Statement by the Prime Minister, the Right
Honourable L. B. Pearson,**

5 March 1967

We mourn today, deeply and sincerely, the loss of our Governor General.

In its hundred years, Canada has had no more devoted and courageous servant than General Georges Philias Vanier. His whole life is the shining record of that service. He never failed any test of duty, in peace or war. He was indeed the "good and faithful servant".

General Vanier was a descendant of one of Canada's first French settlers. His pride in ancestry was exceeded only by his love of the Canada of today and his passionate belief in its unity and its destiny. He was in truth a man for all Canada.

Tomorrow, the representatives of the people of Canada in Parliament assembled will pay tribute to a great patriot and a fine Christian gentleman, one who embodied in his own person and in his own life and character all that is best in our country and all that we hope for it.

We think also today of Madame Vanier and her family.

Madame Vanier was a perfect partner for our Governor General and her graciousness and kindness and goodness made her loved by everyone who knew or met her.

We send to her and the members of her family our deepest sympathy.

Canadian Policy on Vietnam

DURING a debate in the House of Commons on February 13, 1967, the Secretary of State for External Affairs made a statement on the Canadian Government's policy in regard to the conflict in Vietnam. Mr. Martin first emphasized that the aim of Canadian policy was to find ways in which Canada with other countries, could contribute to bringing the war in Vietnam to an end. He urged his critics in Parliament and in the country to understand the circumstances in which foreign policy must be conducted; he pointed out that, in matters of negotiation, particularly when questions of war and peace were involved, the Government should not be expected on every occasion to make disclosures which were not in the best interests of achieving the objective everyone had in mind. Mr. Martin therefore urged the advocates of political activism to reflect on the practical consequences of some of their proposals.

Referring specifically to the question of the bombing of North Vietnam Mr. Martin said: "I have said already that this may be the key to the whole problem. I am confident that, if it is not the key element in the present military diplomatic puzzle, it is certainly a most important factor. There are other factors. Even though I hope the bombing does stop, there are other actions and responsibilities which must also be fitted into the total pattern of steps toward a peaceful settlement. Until at least some faint outline of a pattern can be established through what has been called quiet diplomacy, it seems unlikely that the bombing would stop for a long period simply in response to a Canadian Government demand or appeal, regardless of what individual Canadians or members of the Government personally might feel about this aspect of the policy of the United States."

Emphasis on Quiet Diplomacy

It would, the Minister stated, be self-defeating if Canadian public statements were to have the effect of slamming doors instead of opening them, or of closing off potentially useful dialogues instead of stimulating and nurturing the confidential exchange of viewpoints. Taking all factors into account, the emphasis should be on quiet diplomacy.

Explaining what Canada was trying to do, Mr. Martin indicated that the concurrent access to both the United States and North Vietnam placed Canada in a good position to probe and analyze the positions of the principal parties and he went on to say that Canada had tried to devise formulas which stood some chance of bridging the gap separating the positions of the two sides thus bringing the problem closer to a negotiation. Canada had also suggested making the "good offices" of the International Control Commission available to the parties concerned when the circumstances seemed right.

ICC Role

Mr. Martin indicated that the International Control Commission might not, in the end, be the instrument that would be used to promote a settlement but that it was Canada's duty to be ready to develop every possible opportunity to achieve that end. Adding that that opportunity might not be far away, he said: "I feel there are elements in the present situation that should convince India, Poland and Canada (the three nations represented on the ICC) that there may be a special role for them in the Vietnam situation as it is now unfolding."

Mr. Martin emphasized that the other channel of communication established by the two Ronning missions last year remained open, and he dismissed as without foundation reports that Mr. Ronning's services would no longer be used because of statements made by him in the exercise of his right to express his private opinions.

Mr. Martin then restated the Canadian position on the settlement of the Vietnam conflict under seven headings as follows:

"First, we believe that a military solution alone is neither practicable nor desirable. We have always made it clear that we look to negotiation to settle this conflict. We have said this because we think that the Vietnam situation cannot be isolated from the security and stability of Southeast Asia as a whole. We have not been alone in saying this. If there is to be a settlement which will hold out a reasonable prospect of long-term stability in that area of Southeast Asia, it will have to be based upon an accommodation of the interests of those primarily concerned. I do not believe this will happen as the result of military action alone.

Return to Geneva Agreement

Second, peace discussions should take place on the basis of the Geneva Agreement. We believe that, without any prejudice whatsoever to the ultimate solutions, the first stage of any settlement will have to envisage a return to the *status quo ante*. By that we mean the conditions which were envisaged as ensuing from the Geneva Cease-fire Agreement of 1954. According to my understanding, the Government of North Vietnam does not take issue with that position. In practice this involves a continuing of the *de facto* division into two Vietnams, if only to allow time for the scars which have been opened by the conflicts of the past quarter-century to heal and for new dispositions to be agreed upon for the eventual reunification of the country.

"Third, we recognize the unity of the people of Vietnam. We have no wish to inhibit the reunification of Vietnam. We are bound to recognize, however, that the temporary division of that country reflects the political realities of the situation and cannot be abrogated by force. It is for the people in the two parts of Vietnam to decide how soon, and under what conditions, preparations for reunification can be set in train. This is not something which

can be imposed upon the people of Vietnam from the outside or in disregard of the principle — which they must enjoy like anyone else — of self-determination.

Need for International Supervision

Fourth, we believe that any Vietnam settlement will have to involve an international presence. We believe it is generally agreed that, as soon as conditions permit, there must be a withdrawal of all outside forces from both parts of Vietnam. This would be consistent with the terms of the Geneva Agreement. The same applies to military bases maintained in Vietnam.

“We believe that it is likely to be necessary — for some period at any rate — to have international supervision of any settlement agreed to by the parties. The purpose of such supervision would be to give each side adequate guarantees that the terms of such a settlement were being fairly carried out. We have no firm views as to what form that international supervision might take.

“If it were decided that the three powers represented on the present International Commission should assume a new mandate in an expanded form, I can assure the House that Canada would be prepared to co-operate fully in the constitution of a new supervisory force. In that event, we shall have to consider, in the light of our experience, what powers and what resources should be given to such a force if it is to carry out its mandate effectively and with the best interests of the parties in mind.

Popular Participation Essential

“Fifth, we believe that it is for the Vietnamese people themselves to determine their own political future and the shape of the institutions under which they wish to live. We welcome the progress which has been made in South Vietnam to bring about the conditions in which a constitutional government, responsive to the interests of the people of the South, can be elected. We understand that this process will be completed within the current year. We would hope when the hostilities have ceased and a settlement of the current conflict has been reached, that all segments of the people of South Vietnam will be afforded an opportunity to participate on a fair, constitutional and peaceful basis in the political life of South Vietnam but, so far as the representation of the Viet Cong at a conference is concerned, in the words of Mr. Goldberg’s recent statement, this does not seem to present an insurmountable problem.

“Sixth, we can see merit in proposals which have been made for the neutralization not only of Vietnam but of a wider area in Southeast Asia.

“Seventh, we believe that, in Southeast Asia as in other parts of the developing world, there is a close link between the requirements of stability and the requirements of economic development.”

Turning to the question of the sale of Canadian military equipment which might find its way to Vietnam, the Secretary of State for External Affairs

referred to the Prime Minister's statement in the House of Commons on January 18. He added that the Canadian Government did not itself authorize the shipment of arms directly to any theatre of war.

At the conclusion of his statement, Mr. Martin informed the House of the news of the resumption of operations by the United States against military targets in North Vietnam. He added: "In spite of this news, which I had hoped might be otherwise, we must renew our determination to contribute in some way to bringing about a cease-fire."



The Honourable J. J. Greene (left), Canada's Minister of Agriculture, is greeted by the President of the Federal Republic of Germany, Dr. Heinrich Lübke, at Schloss Bellevue, Dr. Lübke's official residence in West Berlin. Mr. Greene, accompanied by the Deputy Minister of Agriculture, Mr. S. B. Williams, was in Berlin from January 26 to 29 to attend the Berlin International Agricultural Fair. The occasion provided a useful forum for the discussion of mutual problems with ministers of agriculture from several other countries.

The Asian Development Bank

THE AGREEMENT establishing the Asian Development Bank came into force on August 22, 1966, and the first instalment on subscriptions of capital stock by member countries became payable on September 21. The inaugural meeting of the Board of Governors was held in Tokyo from November 24 to 26, when Mr. Takeshi Watanabe of Japan was elected first President, and a ten-man Board of Directors was chosen to guide the Bank in the initial two years of its operations. The formal opening of the Bank was held at its new headquarters in Manila on December 19.

The 31 member countries of the Bank have subscribed a total of \$960 million (U.S.), \$615 million from countries in Asia and the Far East and \$350 million from countries in Europe and North America. The Canadian subscription is \$25 million (U.S.), and, as with other subscriptions, half of this will be paid in five annual instalments, the balance remaining as a guarantee of the Bank's obligations.

The objective of the Asian Development Bank is to promote economic development and co-operation in Asia and the Far East through a regional institution similar in character to the Inter-American Development Bank and patterned like it, on the International Bank for Reconstruction and Development (the "World Bank"). It is intended to combine the function of development lending on conventional terms similar to those of the IBRD with concessional lending and investment in equity, two functions carried out within the World Bank group by two affiliated institutions, the International Development Association and the International Finance Corporation. Like the Inter-American Development Bank it stands ready to accept the administration of "special funds" or funds in trust. As with the IBRD and the IDB, it is envisaged that subscribed capital may be supplemented in due course by private capital raised through the sale of bonds on world capital markets. Unlike the African Development Bank, it has members from outside the region as well as within it, and, unlike the Inter-American Development Bank, it includes most of the major Western industrialized countries among its non-regional charter members.

The proposal to establish a regional development bank for Asia on the model of the World Bank received careful consideration in the United Nations Economic Commission for Asia and the Far East (ECAFE) for more than two years before a draft agreement was proposed to governments in the spring of 1965. A final text of this agreement was negotiated at an intergovernmental conference held at the headquarters of ECAFE in Bangkok during October 1965. The Canadian Government had pledged its support for the proposed institution at an early stage, and the Canadian delegation played an active role at the Bangkok meeting, helping to ensure that the articles of agreement would provide a sound

basis for the development of a strong and effective international financial institution.

The Bangkok meeting was followed by a conference of plenipotentiaries at Manila in December 1965, at which the agreement was formally approved and signed by the representatives of a number of countries, including the Honourable J. R. Nicholson of Canada. It was at this meeting that Manila was chosen as the site for the Bank's headquarters.

Purposes of the Bank

The stated purpose of the Bank is to "foster economic growth and co-operation in the region of Asia and the Far East and to contribute to the acceleration of the process of economic development of the developing members". Its functions to this end are: (a) to promote the investment of public and private capital for development purposes; (b) to finance projects and programmes designed to contribute to the harmonious economic growth of the region as a whole, having special regard to the needs of the smaller or less-developed member countries in the region; (c) to assist members in the region in the co-ordination of development policies and plans with a view to achieving an improved and more complementary utilization of resources; (d) to provide technical assistance for the preparation, financing and execution of development projects and programmes, including the formulation of specific project proposals.

Capitalization

The initial authorized capital stock of \$1 billion (U.S.) is allocated in the amount of \$650 million (U.S.) to countries in the ECAFE region and in the amount of \$350 million to countries outside the region. With increases in the subscription of Afghanistan, Cambodia, South Vietnam and Singapore and the admission of Indonesia, which were approved at the inaugural meeting of the Board of Governors in Tokyo, subscriptions to the original authorized capital stock are as shown in the table on Page 82. The Board of Governors also approved an increase of \$100 million in the authorized capital stock of the Bank so as to permit additional countries to join. The first such "new member" is expected to be Switzerland, with a subscription of \$5 million, which has already been approved by the Governors. This will bring subscribed capital to \$970 million. The substantial size of the subscriptions of the three industrialized Asian countries — Japan, Australia and New Zealand — is particularly noteworthy.

Each subscription is to be half paid-in and half callable as a guarantee of the Bank's obligations.

The principle of "callable" shares follows the precedent of the World Bank, in which this type of contingent liability of the governments of member countries has provided the security against which the World Bank has been able to raise substantial funds in world bond markets.

The paid-in portion of subscriptions is payable in five annual instalments,

Subscriptions to the Original Authorized Capital Stock of the Asian Development Bank

Part A. Regional Countries

Country	Amount of Subscription (in millions of U.S. dollars)
1. Afghanistan	4.78
2. Australia	85.00
3. Cambodia	3.50
4. Ceylon	8.52
5. China, Republic of	16.00
6. India	93.00
7. Indonesia	25.00
8. Japan	200.00
9. Korea, Republic of	30.00
10. Laos	0.42
11. Malaysia	20.00
12. Nepal	2.16
13. New Zealand	22.56
14. Pakistan	32.00
15. Philippines	35.00
16. Vietnam, Republic of	12.00
17. Singapore	5.00
18. Thailand	20.00
19. Western Samoa	0.06
	<u>615.00</u>

Part B. Non-Regional Countries

Country	Amount of Subscription (in millions of U.S. dollars)
1. Austria	5.00
2. Belgium	5.00
3. Britain	30.00
4. Canada	25.00
5. Denmark	5.00
6. Finland	5.00
7. Germany, Federal Republic of	34.00
8. Italy	20.00
9. Netherlands	11.00
10. Norway	5.00
11. Sweden	5.00
12. United States	200.00
	<u>350.00</u>
TOTAL	<u>965.00</u>

each to be paid half in gold or convertible currency and half in the currency of the member. The latter portion may take the form, in the first instance, of non-interest-bearing demand notes of the government concerned. The total paid-in capital under currently pledged subscriptions will be \$482.5 million. and will be paid in annual instalments of \$96.5 million a year for five years. In the case of the less-developed regional members, however, the portion to be paid in the member's currency will be restricted to use in the member's own territories, so that usable resources available to the Bank from paid-in capital will be a maximum of \$405 million (in five instalments of \$81 million). Australia and New Zealand also have the right under the articles of agreement (because of their relatively large subscriptions) to tie the use of their "currency-of-the-member" payments to procurement in their own territories. Freely usable

resources from initial paid-in capital are, therefore, likely to be no more than \$75 million a year for five years.

To the extent that the Bank is able, in time, to borrow funds from private sources against the security of callable capital, it will, of course, be able to augment its paid-in capital. It can also expect over the years to add to its resources from its income on lending operations, particularly the interest charged on loans made out of paid-in capital. Initially, at least, the funds available to the Bank from its own resources will be modest in relation to the total needs of the area, and the Bank will need to concentrate its attention on certain key areas, particularly in the smaller Asian countries, and where its resources can be combined with funds from other sources.

The Bank's operations will, of course, cover a larger field to the extent that donor governments are prepared to entrust additional resources (to be called "special funds") to its administration, and this may become a more important source of funds than payments on subscribed capital.

Operations

In its "ordinary operations", the Asian Bank is likely to follow a pattern similar to that of the World Bank and to lend at rates of interest related to the rate the Bank itself would have to pay on world capital markets. A portion of its paid-in capital, up to 10 per cent, may also be used for investment in equity, thus providing within the regular subscribed capital resources of the Bank a facility similar to that of the World Bank's affiliate, the International Finance Corporation; but it is not intended that this facility shall be used until the Bank has gained experience in its normal lending operation which can be expected, as in the case of the World Bank, to carry the guarantee of the borrowing governments.

The Bank is also authorized to establish "special funds" which may be provided to member countries on more flexible terms. This authorization may be compared to the World Bank's concessional lending affiliate, the International Development Association, and to the provision in the Articles of Agreement of the Inter-American Development Bank for administration of funds in trust. The Asian Bank itself may, by a specified majority, allocate up to 10 per cent of its own paid-in capital for such a "special fund". Any such allocation of paid-in capital must, however, be used for purposes of "high developmental priority" and must be repayable in the lender's currency. The terms could be expected to be generally similar to those of IDA. The provision of trust funds for administration by the Asian Development Bank would be for use as agreed between the donor government and the Bank and could, therefore, be of almost any character. The President of the United States, in his recent message to Congress on foreign aid, proposed a U.S. contribution of \$200 million over a period of years to such "special funds" of the Bank. Possibilities which have been mentioned included a special fund for Southeast Asia, perhaps for the agricultural development of the countries concerned.

A third aspect of the Bank's operations is expected to be a particular emphasis on technical assistance.

Organization

The articles of agreement provide that "the Bank shall have a Board of Governors, a Board of Directors, a President, one or more Vice-Presidents and such other officers and staff as may be considered necessary". This organizational pattern follows that of the Bretton Woods Institutions. Each member country has appointed a Governor, who is, in most cases, that country's minister of finance or central bank governor, and an Alternate Governor. The Governor for Canada is the Minister of Finance, and his Alternate is the present Director-General of the External Aid Office. All the powers of the Bank are vested in the Board of Governors, and the day-to-day operations of the Bank are entrusted to the Board of Directors. There are ten Directors, of whom seven are elected by the Governors representing regional members and three by the Governors representing non-regional members. Each Director appoints an Alternate Director to act for him when he is not present, and elections of Directors are to be held in every second year. Of the Directors elected at the Tokyo meeting, Mr. W. K. Wardroper of Canada's Department of External Affairs will represent Canada, Britain, Finland, Sweden, Norway and Denmark. The other non-regional Directors are from the United States and Germany, and regional Directors were elected from Japan, India, Australia, the Philippines, Korea, Malaysia and Indonesia.

The total voting power of each member consists of the sum of its basic votes and its proportional votes. The basic votes are made up by the equal distribution among all members of 20 per cent of the aggregate sum of the total voting power of all members. The number of proportional votes is equal to the number of shares that members hold of the Bank's capital stock. In the Board of Governors, each Governor is entitled to cast the number of votes of the country he represents and in the Board of Directors each Director is entitled to cast the number of votes which counted towards his election. All matters are to be decided by majority vote except where expressly provided otherwise in the articles of agreement.

As already indicated, the inaugural meeting of the Board of Governors of the Asian Development Bank was held in Tokyo from November 24 to 26, 1966. The Alternate Governor for Canada, Mr. Maurice F. Strong, Director-General of the External Aid Office, headed the Canadian delegation. In his statement to the Governors, Mr. Strong expressed the pleasure of the Canadian Government at the opportunity of joining Asian countries in a major new endeavour, which he was confident would make a significant and enduring contribution to the common task of accelerating economic progress in Asia. In his view, the strength of the new institution would, in the long run, depend on the degree of commitment to closer co-operation and collaboration among the Asian members themselves,

out the contributions of countries outside the area could be a useful supplement to regional effort and make the task of development less difficult than it might otherwise be.

Mr. Strong indicated that, in the view of the Canadian Government, the problem of economic development in Asia, and in Africa and Latin America, was one of the key problems of our time. Its solutions, however, were not short-term, and the Bank's horizons would necessarily be long. The special contribution of the Asian Development Bank as a financial and economic institution would be that of the engineer, the manager and the economist in directing available resources to their most effective uses and in increasing the productivity of investment. The Bank's perspective would have to be a broad one, looking both at the specific purposes of its own investments and at the economic and financial environment within which development would take place and which had to be conducive to economic growth. Only in this way could effective and measurable results be obtained.

Mr. Strong suggested that the effectiveness of the new institution would also depend upon the additional resources of private and government funds which it was able to attract into the region, and that it would, therefore, be important to establish the Bank's reputation for investing funds safely and productively. Special funds entrusted to the Bank's administration could be a very important supplement to its own resources, particularly in areas where its ability to lend without risking an impairment of its ordinary capital resources and its own creditworthiness were limited. Mr. Strong indicated that Canada hoped to work out arrangements at an early date for the administration by the Bank of Canadian funds for use in ways complementary to what the Bank was able to do with its own resources. Mr. Strong concluded by saying that Canada looked forward to fruitful co-operation with the Bank and hoped the new institution would become one of the major pillars in the joint effort to accelerate the improvement in the livelihood and future welfare of all people.

Outer Space Treaty

ON JANUARY 27, 1967, modern diplomatic history was made by the signing of a Treaty on the peaceful exploration and use of outer space, including the moon and other celestial bodies. This treaty is the culmination of considerable effort in the United Nations and remarkable co-operation on the part of many countries.

The active interest of the United Nations in the problems and potentialities of outer space and celestial bodies was underlined in 1959 by the creation of the 28-state Committee on the Peaceful Uses of Outer Space and in 1962 by the formation of its Legal Sub-Committee. In June 1966, the United States presented a draft of a treaty designed to ensure that the moon and other celestial bodies were used for peaceful purposes only. The Soviet Union responded by having an item placed on the agenda of the twenty-first session of the United Nations General Assembly to consider its somewhat broader draft treaty. It was then decided to refer these drafts to the Legal Sub-Committee, which subsequently met in Geneva and New York to discuss them.

Last December, it was announced that complete agreement had been reached. The text of the Treaty was approved by the Outer Space Committee, the First Committee of the General Assembly and, on December 19, 1966, by the United Nations General Assembly in plenary. Canada, as a member of both the Outer Space Committee and of its Legal Sub-Committee, was directly involved in the detailed negotiation of the Treaty and was one of its co-sponsors in the General Assembly.

Following a procedure similar to that adopted in 1963 for the Treaty Banning Nuclear Weapons Tests in the Atmosphere, in Outer Space and Under Water, the Outer Space Treaty provided that it would come into force once it had been ratified by the United States, Britain and the Soviet Union, the depositary countries, and any two other signatory states. As with the test-ban agreement, Canada signed the Outer Space Treaty in London, Moscow and Washington.

Although some of the clauses in the Treaty have already been the subject of several United Nations resolutions and declarations, much of it is new and this is the first time that outer space has been dealt with so broadly in a treaty. The purpose and spirit of the Outer Space Treaty, which are reminiscent of the Antarctica Treaty, are clear from Article 1, which states :

The exploration and use of outer space, including the moon and other celestial bodies shall be carried out for the benefit and in the interests of all countries, irrespective of their degree of economic or scientific development, and shall be the province of all mankind.

A significant aspect of the Treaty is that the parties to it accept the basic idea that celestial bodies must remain free for exploration, research and peaceful

use without discrimination, on the basis of equality and in accordance with international law and the Charter of the United Nations, and that there shall be free access to all areas on celestial bodies. Equally significant is the provision calling for freedom of scientific investigation, founded on international co-operation, which the parties to the Treaty agree to facilitate.

An article of the Treaty makes legally binding General Assembly Resolution 1962 (XVIII), that outer space and celestial bodies are "not subject to national appropriation by claim of sovereignty, by means of use or occupation or by any other means". In other words, there can be no national ownership of the moon or any other celestial body. National ownership, jurisdiction over and control of objects launched into space or constructed on celestial bodies is, however, to be retained.

The Treaty is particularly significant from the point of view of arms control. It states that the moon and other celestial bodies "shall be used exclusively for peaceful purposes". Military establishment, manœuvres and weapons testing on these bodies are expressly forbidden. The treaty confirms General Assembly Resolution 1884 (XVIII) banning the orbiting of nuclear or other weapons of mass destruction. The Treaty also provides for space stations and equipment on celestial bodies to be open to inspection on the basis of reciprocity. In addition, each state party to the Treaty is made responsible for the activities of its government and its nationals and must authorize and supervise the work of all its non-governmental agencies in space. The Treaty also makes each state party to it internationally liable to other signatory states for damages caused by objects it has launched into space or landed on the moon and other celestial bodies.

Stating that the exploration and use of outer space and celestial bodies must be founded on co-operation and mutual assistance, the Treaty directs that parties to it shall pursue their space activities so as to avoid harmful contamination. Astronauts are regarded as "envoys of mankind" and are to receive all possible assistance in the event of accident. It is noteworthy that they are to be returned safely and promptly to their states. This differs greatly from present procedures respecting pilots of ordinary aircraft. Any health hazards of outer space are to be reported to the Secretary-General of the United Nations. Parties to the Treaty also agree to inform the Secretary-General and the public as much as possible about the results of their explorations. In order to promote international co-operation, states parties to the Treaty are obliged to consider, on a basis of equality, requests by other states parties for the opportunity to observe the flight of space objects launched by them.

The Outer Space Treaty is easily the most significant development in arms control since the limited test-ban agreement of 1963. The Treaty also indicates that, while there are still many unsolved differences between East and West, important progress is still being made in the quest for universal peace.

Canada-Commonwealth Caribbean Trade and Economic Committee

ST. LUCIA MEETING, 1967

THE FIRST meeting of the Canada-Commonwealth Caribbean Trade and Economic Committee was held in Castries, St. Lucia, from January 31 to February 2, 1967. The members of the Committee are the countries that attended the Canada-Commonwealth Caribbean Conference in Ottawa in July 1966 as full participants. ⁽¹⁾ All member countries were represented at St. Lucia, with the exception of the Bahamas, where the newly elected Government was unable to participate so soon after assuming office. The meeting was attended by observers from Britain, which continues to have responsibility for the external relations of a number of the territories, as well as from the United Nations Development Programme and the University of the West Indies.

Origin of Committee

The decision to establish the Committee was reached at the Ottawa Conference and incorporated in Article 12 of the Protocol to the 1925 Canada-West Indies Trade Agreement signed at that time. The Protocol provided that the Trade and Economic Committee would consult on trade, financial and related matters and would meet from time to time at ministerial or senior official level.

The Canadian delegation to the St. Lucia meeting was led by the Under-Secretary of State for External Affairs, Mr. Marcel Cadieux, and included senior officials from other interested government departments. The following message from the Prime Minister was read by Mr. Cadieux at the opening session :

"A year ago it was my pleasure to send greetings and good wishes to the officials from our countries who had gathered in Kingston, Jamaica, to do preparatory work for the Commonwealth Caribbean-Canada Conference which was held in Ottawa last July. Many of you who have come together in St. Lucia took part in both that preparatory meeting and the Conference. I should like first of all to thank you on behalf of the Canadian Government for your constructive efforts to further the development of our mutual relations. Then I should like to wish you every success as you inaugurate the Trade and Economic Committee.

"The Trade and Economic Committee will give new institutional form to the long-standing special relationship between the West Indies and Canada. While it will not supplant other methods of consultation, it will provide a

(1) For the Ottawa Conference, see *External Affairs*, August 1966, Pp. 314-321.



Delegates to the meeting of the Canada-Commonwealth Caribbean Trade and Economic Committee in Castries, St. Lucia — from Antigua, Barbados, British Honduras, Canada, Dominica, Grenada, Guyana, Jamaica, Montserrat, St. Kitts-Nevis-Anguilla, St. Vincent, Trinidad and Tobago and St. Lucia. Mr. N.E. Venner, Financial Secretary from St. Lucia, who presided over the meeting, is shown seated sixth from the left. The leader of the Canadian delegation, Mr. Marcel Cadieux, is seated fifth from the left.

continuing forum for the discussion of a wide range of matters of mutual concern in the economic sphere.

"It seems to be altogether appropriate that we should establish this Committee at this stage in our relations, which are bound to be affected by the constitutional changes which have followed one another since 1962. Since our Conference in Ottawa, there have been further changes. First, Barbados attained independence last November. And now Antigua, Dominica, Grenada, St. Kitts, St. Lucia and St. Vincent are on the threshold of a new status. As the West Indian territories assume executive authority over their external relations, it is fitting that the mechanisms for our consultation should also develop. This is one of the important reasons why the Canadian Government welcomed the agreement to set up this Committee.

"One of your first tasks will be to work out the ways in which the Committee should function now and in the future. Then you will have the opportunity to review the action taken to implement the decisions adopted at our Conference. I particularly hope that you will be able to agree on ways of carrying further forward some of these matters and on the identification of those which might be made ready for consideration by ministers.

"My colleagues in the Canadian Government, and especially those directly concerned with our relations with the West Indies, join me in sending best wishes for your meeting."

Lake Ontario Claims Tribunal

THE FIRST sitting of the Lake Ontario Claims Tribunal United States and Canada, held on January 11, 1967, at the headquarters of the Tribunal in Ottawa, was presided over by the chairman, Dr. Lambertus Erades, Vice-President of the Rotterdam District Court, the Netherlands, who had been appointed jointly by the Governments of Canada and the United States. The Canadian national member is the Honourable W.D. Roach, a retired Justice of the Court of Appeal of Ontario. Professor Alwyn Freeman of Johns Hopkins University has been appointed by the United States Government as its national member.

The Tribunal's first order of business was the taking by each of the three members of solemn declarations before the joint secretaries of the Tribunal that he would carefully and impartially examine and decide according to his best judgment and in accordance with the provisions of the Agreement all matters presented for his decision. Following the filing of duplicates of these declarations with the joint secretaries, the chairman declared the Tribunal to be duly constituted in accordance with the Agreement between the Government of Canada and the Government of the United States of America concerning the establishment of an international arbitral tribunal to dispose of the United States claims relating to Gut Dam, which was signed on March 25, 1965. Instruments of ratification of the Agreement were exchanged by the two governments on October 11, 1966, bringing it into force on that date.

The Secretary of State for External Affairs, the Honourable Paul Martin then delivered an address of welcome to the Tribunal on behalf of the Canadian Government. The United States Ambassador to Canada, His Excellency W. Walton Butterworth, next addressed the Tribunal. Dr. Lambertus Erades responded to these addresses on behalf of the Tribunal.

Origin of Claims

The claims to be heard by the Tribunal are owned by United States citizens and arose in 1951 and 1952 during unusually high water-levels on Lake Ontario. The claimants complained that their properties on the south shores of Lake Ontario and the St. Lawrence River were damaged by the high water-level and that this damage was attributable in whole or in part to the construction by the Government of Canada in the early part of the century of a navigational improvement in the international section of the river, which was known as Gut Dam.

Gut Dam was located about ten miles downstream from Prescott, Ontario and was constructed pursuant to arrangements by the Canadian and United States Governments of the day. It was removed in 1953 as part of the St. Lawrence Seaway construction programme.

The meeting of the Tribunal on January 11 marked the culmination of intergovernmental negotiations that had been in progress over the years between Canada and the United States on an intermittent basis with a view to finding a fair solution. The establishment of the Tribunal means that United States claimants will have their claims heard and disposed of in a final fashion in accordance with the Agreement. The claims will be argued before the Tribunal by agents who have been appointed by each government. Mr. Carl F. Goodman is the United States agent and Mr. H. Courtney Kingstone is the Canadian agent. Any award made by the Tribunal will be final and binding on both governments.

During his address, the chairman of the Tribunal noted that the deadline for filing claims expired at midnight on January 9, 1967, in accordance with the terms of the Agreement. Two hundred and thirty claims have been filed with the joint secretaries of the Tribunal. Mr. Arnold Ogren is the United States joint secretary and Mr. Charles V. Cole is the Canadian joint secretary.

Canada has participated in other arbitrations in the past, those most resembling the present one being, perhaps, the notable *I'm Alone* and *Trail Smelter* cases, which were also arbitrations with the United States.

Remarks by Mr. Martin

Mr. Chairman, members of the Lake Ontario Claims Tribunal, Your Excellency the Dean of the Diplomatic Corps, Your Excellency the Ambassador of the United States, ladies and gentlemen.

It is with pleasure that I, on behalf of the Government of Canada, the host government, welcome you, Mr. Chairman and the other members of the Lake Ontario Claims Tribunal, to Ottawa, where the headquarters of the Tribunal has been established. We are honoured to have such an array of legal talent to resolve the United States claims which are the subject of this Canada-United States arbitration, these claims involving as they do many complex legal questions.

C'est un honneur et un grand plaisir pour le gouvernement du Canada de vous recevoir, Monsieur le Président, ainsi que vos collègues, à l'occasion de cet événement si unique dans l'histoire des États-Unis et de notre pays.

I think I may say that this unique and historic occasion is a demonstration of the basic character of the relations between the United States and Canada, implying, as this ceremony does, our devotion to the pacific settlement of disputes rather than the use of needless and outmoded armed conflict. You, Mr. Chairman, have achieved a very considerable stature, not only in your capacity as the Vice-President of the Rotterdam District Court but also as an author in the field of international law, and you, Professor Freeman, the United States member, have also achieved great eminence, both through your lectures as professor at Johns Hopkins University and your extensive writings in the

legal field. Moreover, we are most fortunate to have Mr. Justice Roach as the Canadian member. Your distinguished record, Mr. Justice Roach, as a member of the Court of Appeal of Ontario, as a distinguished judge over many years, speaks for itself and it is a matter of great satisfaction that, as a fellow practitioner of many years ago, I should be associated in this room on this occasion with you and your colleagues in different capacities, I as spokesman for the Government of my country.

The terms of reference of the Tribunal are set out in the Canada-United States Agreement, pursuant to which it was established, this Agreement having come into force on the 11th of October, 1966. The claims themselves arose in 1951-52. At that time, there were unusually high water-levels on Lake Ontario. Residents of the United States who were owners of real estate on the south shore of Lake Ontario and the St. Lawrence complained that these high water-levels resulted in damage to their property and were attributable in whole or in part to the construction by the Government of Canada of a navigational improvement in the international section of the river known as Gut Dam, a phrase for which I wish I knew there was a ready synonym. The actual construction of the Dam was carried out at the beginning of the century in pursuance of arrangements entered into between the Government of Canada and the Government of the United States of that time. Gut Dam itself was removed in 1953 as part of the St. Lawrence Seaway construction programme. Over the years intergovernmental negotiations have been in progress with the United States on an intermittent basis with a view to finding a fair solution. Today marks the successful culmination of these negotiations. The Government of my country, Mr. Chairman, has full confidence in you and in the other distinguished members of the Tribunal and we believe that you will be able to resolve these claims in a manner which will be just to the interests concerned.

It is only left for me to say on behalf of my Government that I trust Mr. Chairman, that you and Professor Freeman will enjoy your stay in our country and that your duties will not be so onerous as to prevent you from visiting Expo and from visiting as many other points of interest in Canada as you possibly can, and I am sure that your colleague, Mr. Justice Roach, will greatly assist you in that exploration and in that worthwhile endeavour.

Remarks by Ambassador Butterworth

Mr. Chairman, members of the Tribunal, Mr. Minister, distinguished guests

Having had the privilege of participating in the negotiations which resulted in the establishment of the Lake Ontario Claims Tribunal, I am especially pleased to be able to attend its opening session. The occasion, while gratifying to me personally, is undeniably of considerable lasting significance.

When future historians undertake to write the history of relations between Canada and the United States, I feel certain they will refer to the Lake Ontario arbitration as an example of the manner in which our two countries have increasingly turned to the rule of law as the guiding principle in our dealings with each other. It will serve also as an example of the concern shown by the two governments for the just settlement of claims of individual citizens who allege damages as the result of governmental action.

I think it is a generally accepted truism of our times that the need for all nations to settle international disputes in accordance with commonly accepted principles of international law grows more imperative each day, and I am certain Canada, no less than the United States, shares this view. Therefore, in addition to their significance in terms of United States-Canadian relations, the decisions of the Tribunal will have lasting juridical importance, since they will establish, in regard to complex legal issues, precedents which will be cited by international lawyers for many years to come. These decisions, and the principles followed in arriving at them, will be an especially valuable addition to the body of law presently existing in regard to boundary water problems.

I share Mr. Martin's confidence that the Tribunal will reach solutions which will be just to all.

On behalf of the United States Government, and of myself, I wish the members of the Tribunal all possible success in the difficult task they now face.

Response by Dr. Erades

Mr. Minister, Your Excellencies, honoured guests :

Your warm and generous remarks are deeply appreciated by all the members of the Lake Ontario Claims Tribunal. I know that my colleagues share with me a profound sense of both humility and pride in being charged by your two governments with the responsibilities which have been entrusted to us.

For several reasons, it is for us a privilege and an honour to participate in a procedure of arbitration between the United States and Canada. It may be appropriate to recall that extending over the years there have been many instances of controversies affecting these two countries submitted for final determination to arbitral tribunals which have demonstrated to the world the keen desire of the governments to live in harmonious relations with one another even in the face of serious disputes between them. Some of the awards rendered by those tribunals have in the course of time acquired a great reputation and a high prestige among practitioners as well as among authors of international law. This is particularly true with regard to the most recent award in the *Trail Smelter* case, the subject matter of which is — apart from considerable differences — most cognate to that with which our Tribunal will have to deal.

It may be noted that the deadline for filing claims with the Tribunal expired at midnight January 9, 1967.

This tradition is a constant and meaningful reminder to the rest of the world that friendly association is a matter of deeds and not of empty slogans. It is a most significant service to the cause of peaceful settlement of international controversies that your two governments should submit this dispute between them to the juridical method of solution.

We are happy to be here in this lovely capital city, cloaked in its wintry raiment of white.

You may rest assured, Mr. Minister and Ambassador Butterworth, that we shall do our utmost to vindicate the confidence which has been reposed in us in resolving the long-standing issues which led to the establishment of this Tribunal. We pledge ourselves to adjudicate impartially and objectively in accordance with applicable principles of law, and, we hope, to the full satisfaction of both governments. Furthermore, I have reason to expect that one day we shall be able to echo the words of Mr. Sullivan, the United States agent before the St. Croix Commission, speaking of the very first dispute settled under the Jay Treaty and speaking in the first part of the nineteenth century: "The whole business has been proceeded upon with great ease, candour and good humour."

It is in this spirit, Mr. Minister and Ambassador Butterworth, and in the hope that our efforts will prove consonant with the high standards posited for the Tribunal under the Agreement that my colleagues and I approach the task before us.

Economic Mission to France

THE CANADIAN Economic Mission that visited France from June 6 to 15, 1966, was an outcome of the decision by the Prime Minister of Canada and the President of the French Republic in 1964 to take all possible steps to establish closer relations between the two countries, including relations in the fields of technical co-operation, investment and trade. The proposal to form the Mission was first made by the Secretary of State for External Affairs of Canada, the Honourable Paul Martin, after consulting the French Government in December 1964. Prime Minister Pearson referred to the Mission, in an announcement in May 1966, as being "in keeping with the Government's policy of developing closer economic relations with France". The Mission was organized by the Honourable Robert H. St. Laurent, Minister of Trade and Commerce, and led by the Honourable C. M. Drury, Minister of Industry. Its membership was drawn from the private sector of the Canadian economy, particularly from the financial and business community, and from federal departments and agencies.

The Mission was officially received on behalf of the French Government by Mr. Charles de Chambrun, Secretary of State for Foreign Trade. Mr. Wilfrid Baumgartner, former Minister of Finance and President of la Société Rhone-Poulenc, was Chairman of the special committee of French officials, executives of government agencies and leaders from business and industry which met with the Canadian Mission.

The Mission's findings covered economic development, exchange of technology, investment and banking relations, and trade between Canada and France. It noted that France and Canada were respectively the fourth and sixth trading countries of the world. However, each accounted for only about 1 per cent of the imports of the other, a smaller proportion than for many less important trading nations. The Mission considered that trade between the two countries could be stimulated and increased if action were taken to encourage much greater, and sustained, contacts between the business, scientific and financial communities of the two countries, so as to foster increased knowledge and understanding of each other and greater awareness of trade and investment opportunities.

In a statement on February 6, 1967, Mr. Drury elaborated as follows:

"In June 1966, the Government of Canada sponsored an Economic Mission to France, which I had the honour of leading. The purpose of this Mission was to examine the prospects for closer relations between Canadian and French business communities in such areas as investment and technological exchange. The membership was drawn from Federal Government departments and agencies and from the business community. It included leading Canadian businessmen from major areas of industrial and financial activity. Following consultation with Mission members, I am pleased to release the report consolidating their findings and related recommendations.

"The response by the French Government and business community was most gratifying and accounted for much of the success of the Mission. I had meetings with several French ministers, and Mission members participated in more than 50 meetings with French industrialists, financiers and industry organizations. All of these discussions supported the view that opportunities exist for closer commercial, industrial and financial links between our two countries.

"Among the steps which have already been taken by France to achieve enduring results from this Mission, I would like to mention the following:

"Mr. Paul Huvelin, Président du Conseil national du patronat français, the organization representing management in France, announced that its Comité Franc-Dollar has constituted, jointly with the Chambre de commerce France-Canada, a group which will concern itself with improving contacts between French and Canadian businesses.

"In addition, Mr. André Grandpierre, President of the Board of Directors of the Centre national du commerce extérieur, the French agency responsible for trade promotion, has offered to organize exchange visits by groups of French and Canadian businessmen. A group of leading French industrialists visited British Columbia last autumn. These initiatives are tangible evidence of French interest in furthering economic relations with Canada.

"Canada's interest is reflected in recent and forthcoming developments such as the visit to Paris, in January, of a Canadian delegation on scientific exchanges; the special Canadian demonstration of timber-frame construction at the Centre technique du bois, Paris, in March, and the Canadian participation in the Paris Air Show in May.

"The French and Canadian business communities have much to offer each other, particularly in the fields of science, technology and investment, and Canadian private enterprise should consider how it can best take advantage of these opportunities. The report of the Economic Mission contains many suggestions which, I believe, are most worthwhile and should be pursued by Canadian industry associations and business firms.

"The Canadian Government is ready to encourage initiatives by businesses and industries in this field and to take any action required to foster closer economic relations with France."

White Paper on Immigration

The Minister of Manpower and Immigration, the Honourable Jean Marchand, tabled a White Paper on Immigration in the House of Commons on October 14, 1966. His remarks on this important document follow in part:

No one who understands the immigration problem will be surprised that this White Paper could not be produced quickly and easily. Immigration policy depends on a complex interrelationship of economic, social, humanitarian, legal and international considerations. There are few issues, indeed, that bring into play so comprehensively all the delicate balances and tensions of our Canadian society.

Our problem is to avoid the ill consequences of these inevitable complexities. Immigration policy and procedures have to adjust to changing circumstances. The natural tendency, when the issues are so difficult, is to make the adjustment by small, partial, *ad hoc* modifications. And, as these accumulate, immigration procedures tend to become complicated, confused, uncertain, even contradictory.

I hope we can all recognize this problem without partisanship. The difficulties I am talking about have been at work under all governments, irrespective of party label.

We will cure them only if we are prepared from time to time to take stock, to re-assess our policy and sort out our procedures, to develop a new synthesis as the basis for an immigration policy suited to contemporary needs.

The White Paper is an attempt to do that. I do not expect it to be accepted without criticism. Immigration touches too many emotional issues to be clarified without dispute. I believe, nevertheless, that most people will find that the synthesis we have developed in this White Paper meets the main needs of Canada today while taking reasonable account of all legitimate special interests.

Main Features of Policy

I should like at this stage merely to draw attention to three main features of the policy I propose.

First, it is expansionist. It seeks to establish the basis for a steadily active immigration policy adapted to our manpower needs, a policy that will assist Canada's growth by bringing here every year a good number of people able to adapt to our society and qualified to contribute to our economy.

Secondly, it is non-discriminatory. It establishes principles and procedures that can and will operate entirely without regard to colour, race or creed. This does not mean that it is in our power to ensure that geography will make no difference at all to people's chances of coming to Canada. We have to take account of the differing attitudes to emigration among other governments and peoples. There are practical limitations on our side. We cannot afford to

establish the same facilities to assist immigrants in countries where the facilities will be little used as we have in countries where they are in heavy demand. These, however, are practical problems, to be treated as such, to be overcome as much as possible. There will be no discrimination by principle and no practical differences that are within my Department's power to remove.

Thirdly, the White Paper policy establishes, for the future, a new balance between the claims of family relationship and the economic interest of Canadians as a whole, which is that immigrants should generally be the well-qualified people for whom employment opportunities are increasing.

Where there are at present some anomalies in the range of relatives who may be sponsored, these will be corrected by broadening the range. Canadian citizens, and other people who are already here as landed immigrants, will be able to sponsor everyone they now can, and a few additional classes of relatives, with the one reservation that those who are going to be entering the labour force must have either some needed skill or the equivalent of an elementary-school education.

The effect of this limitation will not be to reduce the number of sponsored immigrants entering Canada. Its purpose is only to remove from the sponsorship system its present potential for explosive growth. If that were not done, we should face the danger of admitting to Canada an ever-increasing number of people for whom our economy will offer not more but fewer employment opportunities.

The sponsorship rights of Canadian citizens will for the first time have full legal recognition, with an appeal board that can overrule the Minister's decisions. And, of course, the new immigrant will be able to bring to Canada, without waiting for his citizenship, the members of his immediate family who are or become dependent on him.

The substance of the White Paper is epitomized in its introduction and conclusion, which follow :

Introduction

Purpose

There is a general awareness among Canadians that the present Immigration Act no longer serves national needs adequately, but there is no consensus on the remedy.

This White Paper is intended to assist public discussion, in and out of Parliament. It attempts both an analysis of the problem and a statement of the principles and policies which the Government believes should be embodied in new immigration legislation.

Issues

There is little dissent from the proposition that Canada still needs immigrants. The question is what number and kind of immigrants should be sought in the

years ahead, and from what sources.

The Government's view is that it is in Canada's interest to accept, and if need be to encourage, the entry to this country each year of as many immigrants as can be readily absorbed. Subject to this limitation, we should accept or seek out people who have the capability to adapt themselves successfully to Canadian economic and social conditions. The only people who should be deliberately excluded are those who are likely to lack this adaptability or who represent a danger to public health or safety. There should also be provision, within this policy, for the movement to Canada of persons deserving of permanent admission for compassionate or humanitarian reasons irrespective of their personal abilities.

Immigration procedures must implement this general policy and at the same time provide for the necessary associated regulation of the temporary entry of the large number of people who visit Canada every year on business or pleasure. The procedures therefore have to provide practical resolutions of two basic issues :

- (a) Who specifically should be permanently admissible to Canada; and who should not?
- (b) What measures of selection and control are required to distinguish between the two categories fairly and effectively, and to provide at the same time for the entry of visitors?

The answers to the basic questions depend on a complex interrelationship of economic, social and humanitarian considerations. However, it should be said, as a matter of principle, that the answers must involve no discrimination by reason of race, colour or religion, and consequently that they must be universally applicable.

Conclusion

Canada will need as many well qualified immigrants as it is likely to be able to attract during the foreseeable future. The economy will gain from an increased supply of people able to adapt to the demands of an increasingly complex society in which accelerating technological change is reshaping the world of work more and more rapidly. On the other hand, Canada cannot expect to provide employment for increasing numbers of unskilled, semi-skilled or unadaptable workers.

Accordingly, the Government believes that the unsponsored immigrant should remain admissible on more or less the same terms and conditions as at present. The sponsorable classes, however, need revision to make sponsored immigration more consistent with manpower policy, while continuing to recognize the social and humanitarian advantages of the sponsorship system. The key to this revision is the concept of adaptability, which can be measured in terms of a balance of personal qualifications and of the assistance available to a prospective immigrant from relatives in this country. At the same time, it is important to remove the discriminatory aspects of the present sponsorship system.

Under the proposed new system, all Canadian citizens will be able to sponsor from all countries all of the classes of relatives who may now be sponsored from Europe and the Americas. Additionally, they will be able to sponsor nephews and nieces under the age of 21 (who at present are unsponsorable unless they are orphans), the unmarried children of a fiancé or fiancée, and orphaned grandchildren and orphaned brothers and sisters under the age of 16. The only restriction will be that relatives outside the immediate family must be literate and if men, and thus likely members of the labour force, must have the equivalent of Canadian primary education or have a skill in demand in Canada. Also, one peculiar sponsorship privilege, for a son-in-law separately from the daughter he is or was married to, will disappear.

Permanent residents of Canada who have not secured citizenship — normally immigrants who have been residents for less than five years — will have the same sponsorship privileges as citizens for the next six years. Thereafter immigrants who are not citizens will be able to sponsor their true dependents from all countries, including fiancé or fiancée with accompanying unmarried son or daughter under 21, and also orphaned grandchildren, brother, sister, nephew or niece under 16 years of age. This represents some reduction of the privileges of future immigrants, before they become citizens, to sponsor relatives from Europe and the Americas but a gain for non-citizens seeking to sponsor relatives from Asia or Africa.

These proposed changes in the admissible classes will be accompanied by a revision of the prohibited classes designed to remove outdated barriers while strengthening defences against criminals and persons trying to enter the country illegally. Overseas examination will continue to be relied upon as the principal means of selecting admissible immigrants, but new internal control measures will be introduced to regulate the large annual flow of non-immigrants. Greater protection will be afforded both immigrant and non-immigrant through the new appeals system and the several improvements to be made in procedures governing inquiries. The Minister will have substantially less discretionary authority than he now has to let people come to or stay in Canada under permit. At the same time, no legally sponsorable immigrant in any country will be refused admission simply because there is no way to examine him under all the procedures available in other countries.

Financial assistance to immigrants will be continued through an extension of the Assisted Passage Loan Scheme to unsponsored immigrants from all countries. Counselling, reception, and placement services will be strengthened and improved. Consultative machinery will be used to assist in additional efforts to help immigrants to learn our official languages, to adjust to the ways of Canada and to become personally well established as they make their important contribution to the growth and progress of our country.

Federal Grant to Students' Residence in Paris

SOME 40 years ago, in its concern for the welfare of its students, Canada became one of the first countries to support a proposal by the French authorities for the establishment of university residences for foreign students in Paris. With the generous support of donors such as Senator Marcellin Wilson, a Canadian pavilion was built to serve as a home for resident students from all provinces of Canada.

When the pavilion was built, these residential quarters were ample to meet the requirements of a limited Canadian student population. Today, however, partly as a result of the significant development of cultural exchanges between France and Canada, the number of Canadians studying in Paris has grown to such an extent that they cannot possibly be accommodated in the quarters originally designed for them.

Expansion of Building

As a temporary measure, the Canadian Government made a grant of \$45,000 to the Residence in 1965 to help meet the cost of urgent renovation work. Subsequently, the Government considered plans to enable the Residence to cope more adequately with its present and future responsibilities, and recently approved a grant of \$500,000 for the construction of an additional wing to the building. Once this is completed, the Residence will be able to accommodate 226 students, compared to 73 at present.

The Secretary of State for External Affairs, the Honourable Paul Martin, personally announced the good news to the students of the Residence during his visit to Paris last December. Recalling his own period of residence as a student at the "Cité universitaire", Mr. Martin emphasized the key role played by this institution in the Canadian student community of Paris, and expressed his satisfaction at the Canadian Government's contribution to the accumulated efforts that had, since its foundation, enabled the Residence to service such a useful purpose. The Minister referred to individual endowments, as well as to the grants made by Quebec, Ontario and New Brunswick. In closing his address, Mr. Martin expressed the hope that every Canadian province would eventually take an active interest in this national student pavilion.

FORTHCOMING CONFERENCES

- ECOSOC Commission for Social Development: New York, March 6-22
- UNIDO Industrial Development Board: New York, March-April
- World Meteorological Organization, fifth world congress: Geneva, April 3-28
- UN General Assembly, fifth special session: New York, April-May
- World Health Assembly, twentieth session: Geneva, May 8-27
- ECOSOC, forty-second session: New York, May 8 — June 2
- UNHCR Executive Committee: Geneva, May 22-30
- International Labour Conference, fifty-first session: Geneva June 7-29
- UNICEF Executive Board: New York, June 12-22
- UNDP Governing Council, fourth session: Geneva, June 12-30

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. R. D. Stapledon posted from Ottawa to the Office of the High Commissioner for Canada, Canberra, effective January 17, 1967.
- Mr. K. J. Burbridge, High Commissioner for Canada in New Zealand, posted to Ottawa, effective January 20, 1967.
- Mr. C. J. Webster, Canadian Commissioner, International Commission for Supervision and Control in Cambodia, posted to the Canadian Delegation to the Conference of the Eighteen-Nation Committee on Disarmament, Geneva, effective January 23, 1967.
- Mr. R. L. Elliott posted from Ottawa to the Office of the High Commissioner for Canada, Lagos, effective January 27, 1967.
- Miss S. M. Wise posted from the Canadian Embassy, Dublin, to the Office of the High Commissioner for Canada, Lagos, effective February 1, 1967.
- Mr. R. Looye posted from Ottawa to the Canadian Embassy, Oslo, effective February 3, 1967.
- Miss B. M. Meagher appointed High Commissioner for Canada to Kenya and concurrently Canadian High Commissioner to Uganda, effective February 9, 1967.
- Mr. R. Garneau, Canadian Ambassador to Switzerland, accredited Canadian Ambassador to Algeria, effective February 10, 1967.
- Mr. B. Buckley appointed to the Department of External Affairs as FSO 2, effective February 13, 1967.
- Mr. N. H. R. Etheridge appointed to the Department of External Affairs as FSO 1, effective February 13, 1967.
- Mr. G. S. Smith appointed to the Department of External Affairs as FSO 3, effective February 13, 1967.
- Mr. R. M. Macdonnell, Canadian Ambassador to Indonesia, appointed High Commissioner for Canada to New Zealand, effective February 14, 1967.
- Miss M. C. N. G. Laplante appointed to the Department of External Affairs as Personnel Administration Officer 2, effective February 15, 1967.
- Mr. G. Rejhon posted from the Canadian Embassy, Oslo, to Ottawa, effective February 16, 1967.
- Mrs. L. M. R. Finsten resigned from the Department of External Affairs, effective February 17, 1967.
- Mr. M. Heroux resigned from the Department of External Affairs, effective February 20, 1967.

EXTERNAL AFFAIRS

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Canada and "La Francophonie"

At a meeting of the Governors of the Junior Chamber of Commerce in Montreal on March 11, 1967, the Secretary of State for External Affairs, the Honourable Paul Martin, defined the policy of the Canadian Government concerning "Francophonie", a term currently used to describe relations between French-speaking countries. The text of this important speech follows:

I am honoured and very pleased this evening to be your guest at the banquet of the Governors of the Montreal *Chambre de Commerce des Jeunes*.

Among the various aspects of foreign policy with which the Canadian Government is currently concerned there is one to which it is particularly sympathetic — "La Francophonie" — the conception of a French-speaking community. I think that Montreal, the second largest French-speaking city in the world, would be an appropriate place for me to talk about this subject tonight.

"La Francophonie" is, of course, a subject of particular interest to French-speaking Canadians. But its significance is not limited to French-Canadians alone. Because it adds a new dimension to the development of our relations with other countries, "La Francophonie" will benefit all Canadians.

The idea of "La Francophonie" is quite a new one and not too clearly defined, but it has nevertheless been talked about a great deal recently. A number of leaders of French-speaking states, particularly President Senghor of Senegal and President Bourguiba of Tunisia, have been discussing this subject with the governments of interested countries. When President Senghor was in Canada last September, the Prime Minister and I discussed it at length with him. I have also talked about it several times with the French Minister of Foreign Affairs. We intend to continue this discussion with all the countries interested in "La Francophonie".

An Intellectual or Spiritual Community

But what does "La Francophonie" mean? Perhaps the best explanation has been given by President Senghor. He thinks of it as an intellectual or spiritual community of all the countries which have French as a national or official language or where it is currently spoken. The aim is to bring closer together those countries which, through the French language, share a cultural heritage and have certain ways of thought and action, of looking at problems and of solving them, in common.

The conception is cultural and linguistic. Above all, it is a recognition of the richness of the heritage which we have in common with nearly 150 million people living in more than 25 countries throughout the world. These countries, like us, are anxious not only to preserve this heritage but to develop it. They realize today that they can do this better if they do it together.

Canada Welcomes the Idea

As a French-speaking country, thanks to one of its two great cultures and one of its two official languages, Canada ought to welcome this idea warmly. I spoke on this subject in the House of Commons on October 24 last year when I said:

... the Canadian Government fully supports the idea of developing closer links and more exchanges, particularly in the cultural and related fields, with those countries which, like Canada, share the heritage of the French language and culture.

It is the policy of the Canadian Government to give full expression, in its international relations, to the bilingual and bicultural character of our country. The development of our ties with the "francophone" countries, which we have pursued vigorously over the last few years, represents a new and valuable dimension of Canadian diplomacy. We wish more particularly to participate actively in any effort to find an effective framework for further co-operation among "francophone" states.

It is only natural that our country should play an active role in the linguistic community of French-speaking states. The advantages will add to those we already draw from our Commonwealth membership. As you know, our country has established many close links with our Commonwealth partners. A very high proportion of our external aid is directed to developing countries of the Commonwealth. Thanks to a programme of co-operation in the field of education, a great many Commonwealth citizens come to study in Canada every year, while a significant number of English- and French-speaking Canadians go to other countries of the Commonwealth. We participate in the activities of many co-ordinating or consultative bodies, such as the Commonwealth Foundation, the Commonwealth Parliamentary Association and the Commonwealth Secretariat.

This list will give you an idea of what we are achieving within the Commonwealth, for the benefit of all Canadians, including French-Canadians. In the same spirit, the Canadian Government has undertaken during the past few years to strengthen and develop our ties with the French-speaking countries of the world and particularly with France, one of our mother countries.

Canada did not wait for the recent suggestions about "La Francophonie" in order to develop bilateral relations with the French-speaking countries of Europe, Africa and Asia. Our efforts in that direction should make our participation in "La Francophonie" much easier. I should like to describe some of the initiatives we have taken. I hope these examples will illustrate our increasing activity and the intensified effort which Canada is making towards the French-speaking countries.

Relations with France

Our bilateral relations have developed particularly with France. The visit which the Prime Minister and I made to France in January 1964 was a turning-point. On this occasion, General de Gaulle and Mr. Pearson agreed on the principles of broad co-operation at all levels between the two countries. Exchanges between the two countries were greatly stimulated as a result. There has been periodic consultation between the two governments since then concerning our

bilateral interests and international affairs, just like the consultation we have with the United States or Britain. Two or three times a year, I meet my good friend and colleague, Mr. Couve de Murville. From time to time, other ministers of the two governments have exchanged visits to discuss problems of mutual interest. There have also been numerous meetings between officials. I should also mention the activities of the France-Canada Parliamentary Association, which, since its creation a year ago, has held meetings in both countries.

I cannot overstress the benefit which both countries have drawn from these repeated contacts. As a result, each country has a better understanding of the attitude of the other towards the great problems which confront the modern world. This has helped to maintain the friendly atmosphere which marks our relations and helps us to achieve our common objectives.

Progress in Cultural Exchange

In our cultural relations, we have made great progress since we established our programme of cultural exchanges with French-speaking countries in 1964. When we started, we had \$250,000 at our disposal. Since 1965, we have raised this amount to \$1 million. In November 1965, the French Ambassador and I signed the first cultural agreement between our two countries. This agreement, which aimed at a better organization and co-ordination of cultural exchanges between the two countries, has resulted in our welcoming to Canada at least 100 French scholarship winners every year, who have come to study at post-graduate and research levels in our universities. Under the same agreement, about 20 French university professors are invited to our universities every year. In return, France has granted nearly 80 scholarships to Canadians to study in France, and also welcomes several members of our academic community.

In addition, to underline the importance of La Maison canadienne for students in Paris, the Federal Government has made a grant of half a million dollars to permit its expansion, raising its capacity from 70 to 125 students (By the way, may I offer my most sincere thanks to Mr. Ostiguy, who is sitting at this table, for both his initiative and co-operation?)

Thanks to the federal programme of exchanges with French-speaking countries, we have been able to help several Canadian groups go abroad during the past year. I might just mention a few of them: the Montreal Symphony Orchestra went to France, Switzerland and Belgium, with great success; Le Théâtre de l'Egrégore played in France and Switzerland; Les Feux-Follets took part in the international music-hall festival at the Olympia in Paris; a Canada Week was organized at Mulhouse. Lastly, book collections of more than 800 works, covering all phases of Canadian life, have been given to six large French libraries.

I should also mention our efforts in Belgium and Switzerland, where we have multiplied our cultural exchanges, particularly in the academic field. Every

year, we receive about ten students from each of these two countries on Canadian government scholarships, while five or six Canadians go there, thanks to their scholarships. Before long, we hope to sign an agreement with Belgium which would provide for the expansion of these exchanges.

Exchanges with Non-French-Speaking Countries

I should like to point out that the policy of cultural exchanges is not limited to French-speaking countries. I believe that it is in the interests of all Canadians to develop our cultural exchanges, particularly with Europe. I was particularly happy to be able to announce in the course of my trip to Europe last November the opening of negotiations with Italy and the U.S.S.R., which we hope will lead to cultural agreements with them.

In the field of scientific co-operation with France, a group of leading Canadian figures directed by Mr. Gaudry, rector of the University of Montreal, recently went to Paris to agree on a sizable programme of scientific exchanges.

In the economic sphere, there has also been greater co-operation between France and Canada. A Canada-France commission will meet each year to discuss questions of mutual interest. An important Canadian economic mission visited France last year to discuss with the French authorities ways of improving exchanges between the two countries. The commission has just distributed an important report on this subject across Canada.

Many other projects are in progress. I might mention, for instance, an exchange of officers between the French and Canadian armed forces. More and more civil servants are being trained at the French National School of Administration, while in return we have been welcoming French civil servants on study tours. Both countries are studying the possibility of mutual co-operation in the field of defence production. We are also studying a proposed exchange of young people which Mr. Marchand has suggested. There is a constant movement back and forth of commissions and delegations who are doing pioneer work. Impressive results have been obtained since the Prime Minister visited Paris. When Mr. Couve de Murville came to Ottawa last September, we agreed that this was only a beginning.

Links with New French-Speaking Lands

While we have tried to intensify and diversify our traditional relations with France and to extend the scope of our exchanges with Belgium and Switzerland, we have also sought to establish close links with the many developing French-speaking countries which have gained independence since the last year. Canada has shown its interest in being represented in these countries in Africa by establishing embassies in Cameroun, Congo (Kinshasa), Tunisia and Senegal. Through multiple accreditation, we now have diplomatic relations with all of French-speaking Africa. Although we have no formal diplomatic missions in Cambodia, Laos and Vietnam, our participation in the work of the International Control

Commission since 1954 has allowed us to have useful contacts with these countries. I hope that, in the near future, our financial and personnel resources will allow us to expand our network of diplomatic missions in French-speaking countries.

It would be impossible to exaggerate the importance of these missions. Without their administrative help and presence in the field, we could not achieve our objectives; they have enabled us to achieve mutual comprehension without which we could not lay the foundation for effective and long-lasting co-operation or work closely with the governments which are interested in "La Francophonie".

We have made our presence felt most tangibly in French-speaking Africa and Asia through external aid. It seems natural that our activity should have begun in a field where it would be in effect an extension of the admirable work already begun, particularly in Africa, by hundreds of Canadian missionaries in education, medical services, and other fields.

Aid to French Africa

In French-speaking Africa, our external aid programme has developed remarkably in the last few years. From the \$300,000 a year which we spent between 1961 and 1964, our bilateral aid figures went up to \$4 million in 1964 and reached \$8 million during the present fiscal year. To this impressive sum we intend to add another \$4 million. I am pleased to announce that the Canadian Government has decided to increase its aid to French-speaking Africa during the next fiscal year to \$12 million. If you bear in mind that we shall be giving \$16 million to English-speaking African countries next year, it will be evident that we have gone a good way towards balancing the aid which we give to the two groups in Africa.

Launching a programme of this size in a few years has required a considerable effort in organization and co-operation from both Canada and the recipient countries. As I have said, we started slowly. We did this on purpose, because both we and the countries concerned agreed that our aid should go into well-conceived programmes which would have a real and lasting value. Considerable progress has been made. I am proud to say that we now have the means and the people, in Canada and abroad, to reach the goals which we have set for ourselves. Our diplomatic missions in Africa and Asia have done a wonderful job in difficult circumstances. Thanks to them, we now have a better knowledge of the real needs of the countries concerned. These countries, in turn, now have a better idea of the human and material resources which we can make available to help them. Please do not forget that, when we talk about peace and the risk of a world war, what I am saying tonight is the actual basis of a peace effort.

We have now reached what I should call the second stage in implementing our programme: that of diversification and consolidation. At first our activity was directed mainly towards technical assistance, and particularly education.

e already have nearly 250 teachers in French-speaking Africa, and we hope bring this number up to nearly 300 during the coming year. Nearly 450 ainees from the developing French-speaking countries are now studying in anada. We wish to do more, and to offer help in such different fields as riculture, public health, transportation, communications and engineering. Last ar we gave considerable food aid to Morocco, Algeria and Senegal.

esponse by French-Canadians

ave just mentioned the human and technical resources which we shall increas- gly need. I should like to express my satisfaction at the enthusiastic support ich French-Canadians from Quebec and the other provinces have given to e preparation and carrying out of projects not only in French-speaking coun- es but almost everywhere in the world. As an example, I might mention at many doctors and members of other professions have offered their services ontaneously, in some cases without fee. Is there any better example of truism and generosity? I should like to renew today the appeal I have often ade to business men, industrialists, professional men, teachers and technicians. elp us to help others, because without your assistance we can not carry out e important and complex task which Canada has undertaken in the developing rench-speaking countries.

As you can see, our bilateral relations with the French-speaking countries e already varied and close. I should now like to tell you how the Canadian overnment envisages the development within "La Francophonie" of the multi- teral relations which all seem to want. Our views reflect the major themes hich emerge from the statements made on this subject almost everywhere in e French-speaking world. It goes without saying that "La Francophonie", though it may have an economic aspect, will be essentially a great cultural ndertaking. No one dreams of having it extend into the political field. To dure, it must be a joint effort; it will have to be developed through constant nsultation between equal partners, with due regard for the domestic institu- ns of each country. It follows that "La Francophonie" will have to have a ery flexible form. It will require the freely-given assistance of all those who ish it well, including participation by private organizations. It will also call r systematic international co-ordination, which presupposes the support of rench-speaking governments.

International Associations

his is the way in which "La Francophonie" seems to be developing, for it has eady begun to exist, with Canada as a participant. May I mention the llowing organizations as examples:

L'Association des Universités partiellement ou entièrement de langue fran- aise — AUPELF — (The Association of Universities Partly or Entirely rench-speaking), established in 1961 on the initiative of the University of ontreal;

L'Association internationale des Journalistes de langue française (The International Association of French-speaking Journalists);

L'Association internationale des Juristes de langue française (The International Association of French-speaking Jurists);

L'Association internationale des Médecins de langue française (The International Association of French-speaking Physicians);

L'Association interparlementaire des pays de langue française (The International Parliamentary Association of French-speaking Countries), which is in process of being formed;

Le Comité de l'ONU pour la défense de la langue française dans les organisations internationales (The UN Committee for the Defence of the French Language in International Organizations);

La Communauté radiophonique de langue française (The French-language Broadcasting Community);

La Fédération du français universel (The International Federation for the French Language).

This is a most impressive beginning, and provides striking evidence of the spontaneous nature of the aspirations of the French-speaking people.

The Federal Government has followed the activities of these various groups very closely, and has shown its interest by providing financial assistance where needed, particularly to help Canadians attend the meetings organized by these organizations in different countries. Now the Government has decided to do more.

Aspects of One Policy

As I mentioned a moment ago, we see our relations with "La Francophonie" the Commonwealth and other countries as different manifestations of a single foreign policy which is in the interests of all Canadians. As one aspect of this policy I am happy to announce this evening that the Canadian Government will provide an annual grant to AUPELF of \$50,000. In addition, at the request of AUPELF, it will contribute to the Fonds international de Coopération universitaire, (the International Fund for University Co-operation) the principal aim of which is to promote the development of universities in the developing French-speaking countries. For this purpose we envisage an annual contribution of \$100,000 for five years, to be used in consultation with AUPELF and the government concerned. I must add tonight that this aid the Government has decided to give to AUPELF is due to the encouragement and the efforts of my colleague, Mr. Sauvé. AUPELF, the association of universities which are partly or entirely French-speaking, is one of the most impressive manifestation of the French-speaking attitude. Following an appeal by the University of Montreal, 55 universities, located in 18 countries throughout the world, united in 1961 to form this international association, which has already proved its value. Canadians are proud that its secretariat is located in Montreal.

This seems to me fortunate, and I can assure AUPELF of all our support.

Concerning the Interparliamentary Association of French-speaking Countries, the Speaker of the House of Commons has received an invitation from the President of the Luxembourg Parliament for a preparatory meeting to be held in Luxembourg in May. This proposal is now being studied, and has created a great deal of interest among Canadian Parliamentarians.

Systematizing Initiative

Up to now, these various initiatives have developed spontaneously. If we want to make sure that "La Francophonie" develops in an effective and coherent manner, it seems to me essential that such initiatives should be carried out in the future in a more systematic way; they should be encouraged, and co-ordinated.

I think that the most suitable instrument for this purpose would be an international organization of an essentially private nature, based on national associations of the same character, which would be independent from one another and from their governments but would work closely with the latter and would enjoy their support. Such an international organization would permit co-operation in this field on the basis of complete equality among the various countries concerned, and would supplement the activities of governments by mobilizing the resources and initiatives of individuals and private organizations. The Canadian Government is convinced of the value of this idea, and has undertaken to submit it to French-speaking governments. If their opinion is favourable, we shall be ready to call a meeting of their representatives to discuss the question.

Ladies and gentlemen, there is something deeply moving about the idea of a fellowship, based on language, bringing together people, races and continents in the service of common cultural and human values. I am also moved by the idea of a French-speaking brotherhood on a world scale, which will be enriched by the civilizations of Asia and Africa. How could "La Francophonie" fail to be the business of Canada, particularly of French Canada but really of all of Canada?

Visits to Canada - 1967

DURING its centennial year, Canada will extend hospitality to heads of government or their representatives in a programme of visits unequalled in its own history and, quite possibly, in the history of other nations as well. While other nations have celebrated anniversaries such as Canada's centennial, or held world expositions such as Expo '67, with distinguished foreign guests present, it is difficult to find a precedent for the combining of two such major events with a large number of top-level visits to the capital and several other cities of a host country.

In some ways the closest equivalents, in formal relations between countries, lie in such great national events as a coronation, the inauguration of a president, a royal wedding or the state funeral of a world statesman. These are events which traditionally have been attended by varying degrees of ceremony with distinguished foreign guests present. In Canada in 1967, the main national event is a celebration of a centennial, but the conditions are different, in that they involve a succession of visits throughout a six-months period.

These visits will constitute one major element in the celebrations of the centennial and in the holding of Expo '67. Their importance in projecting Canada to the world for the long-term purposes of its foreign policy is obvious. Before the Second World War, Canada had very few diplomatic missions abroad and was still in the early stages of developing its external policy. In 1967 there is abundant evidence that it has assumed a very active international role. Canadian relations as they have developed with other countries will be linked in these visits to the universal theme "Man and his World".

Visits by the Royal Family

Separate, of course, from the visits of monarchs, presidents, prime ministers or ministers representing other countries, there will be the events of 1967 in which Canada's own Head of State, Her Majesty the Queen, and other members of the Royal Family will take their part.

The main outlines of these events and of the visits members of the Royal Family will make to different parts of Canada have already been announced.

Queen Elizabeth II and the Duke of Edinburgh will be in Canada from June 29 to July 5. In the course of various activities of a commemorative cultural or social nature in Ottawa, the Queen and the Duke of Edinburgh will participate in a day-long programme marking the centennial of Confederation on Canada's national day, July 1. Her Majesty will deliver a special centennial address to the people of Canada at a ceremony on Parliament Hill that morning. Her official visit to Expo '67 will take place on July 3.

Her Majesty Queen Elizabeth the Queen Mother will begin a ten-day visit to the Atlantic Provinces on July 10, and Her Royal Highness Princess Alexandra

and the Honourable Angus Ogilvy will visit Central and Western Canada and the northern territories between May 14 and June 6. These visits will be mainly to provincial capitals.

Invitations to Other Countries

Beginning in 1966, invitations have been extended to heads of state (prime ministers, in the case of Commonwealth monarchical countries) of all countries participating in Expo '67 to visit Canada. By the middle of March 1967, although the plans of all those who had received invitations were not definitely known, it appeared that between 60 and 70 representatives of other countries would visit Canada during the May-October period.

In some cases, the invited leaders had indicated that they were unable to come themselves but would send very senior representatives. By mid-March the names of 31 heads of state and others who were coming to Canada had been announced and it was expected that announcements would follow periodically about others.

The invitations have been extended by the Governor General or the Prime Minister, as appropriate. They have proposed a visit to Ottawa, to Expo '67 and Montreal and to two provincial capitals. Those receiving the invitations have been asked to indicate which cities they wished to visit, after Ottawa and Montreal, as part of this "four-city" programme. The majority are expected to visit four cities.

Although they have often been referred to as "state" visits, these particular visits are, in the language of international protocol, "official". As such, they do not include all the formal elements of a full state visit. The programme of visits has been adjusted to the particular necessities and opportunities of 1967. This is reflected in a simplification of the formal requirements in the visits to Ottawa and in the varying degrees or kinds of ceremony contemplated in other cities. It is reflected in a standardization of the programmes, at least for Ottawa and Montreal, made necessary by the exceptionally large number of visits taking place. The visiting parties, led by heads of state or others, will on average number 12 or less, a number smaller in some cases than might have been the case for a full state visit in a normal year but appropriate and convenient under the circumstances of 1967.

The principal Canadian hosts are the Governor General and the Prime Minister of Canada, but their direct personal involvement in the visits is, of course, limited to Ottawa. The Commissioner-General for Visits of State 1967, the Honourable Lionel Chevrier, will represent both the Governor General and the Prime Minister on numerous occasions, particularly in Montreal. The Canadian ambassador or high commissioner stationed in the country of a visiting party will accompany the party on its Canadian tour. The Commissioner-General of Expo '67, Mr. Pierre Dupuy, will welcome the visiting leaders on their visits to the exposition. In the provincial capitals, the lieutenant-

governors and prime ministers or premiers and other senior authorities will be the hosts.

Special Agency

The Commissioner-General for Visits of State 1967 will not only represent the Prime Minister on many occasions as noted above. He is also the head of a special organization responsible for making or co-ordinating the extensive arrangements required for the visits. This organization consists of the staff of two Co-ordinators, Lieutenant-General Howard Graham, concerned with the visits of members of the Royal Family already described, and Lieutenant-General Robert W. Moncel, concerned with the visits of heads of state or their representatives from other countries. This agency works in liaison with other federal agencies and with provincial authorities in organizing the visits.

Ottawa Programme

Except for occasional and limited variations, the programme for the Ottawa and Montreal portions of the tours of visiting leaders will, as already noted, be standard. It is fairly easy, therefore, to describe a typical visit to the capital, so far as the representatives of other countries are concerned (the visits of the Queen and other members of the Royal Family are already emphasized, in a quite separate category).

The visitor and accompanying party, regardless of the exact time and place of his arrival in Canada, will normally receive his official welcome to Canada on Parliament Hill in Ottawa in the afternoon. This will occur in almost every case immediately after the arrival of the visitor in the city and will involve, as appropriate, the Governor General, the Prime Minister, the Secretary of State for External Affairs and others. The ceremony will be centred on a dais immediately overlooking the Centennial Flame and facing the Peace Tower, and will consist of appropriate military honours, national anthems and exchanges of speeches.

On the evening of the visitor's arrival, either the Governor General or the Prime Minister, depending on the identity of the visitor, will give a banquet in his honour to enable him to meet as broad a cross-section of representative Canadians as possible. On the following morning, the official programme will begin with a call on the Mayor of Ottawa at the City Hall and will end with an official lunch given by the Prime Minister or Governor General. The main part of the morning will be available for two chief purposes, meeting members of the Government, as required, for discussions of matters of mutual interest and meeting the press. Where no press conference is being held, the visitor will be able to engage in some other type of activity — touring the city, undertaking private visits or participating in some special event. Following the lunch in Ottawa, the visiting party will leave by train for Montreal.

Montreal Visit

In Montreal, the proceedings are based on three major events — an evening dinner or reception given by Mayor Jean Drapeau, a welcome the next morning to Expo '67 and a tour of parts of it arranged by Commissioner-General Dupuy, and, in many cases, in the afternoon or evening, celebrations organized by the country of the visitor on the occasion of its Expo "national day".

The visitors will have a very full and varied programme in Montreal — one based on the hospitality of Canada's largest city with its linguistic and cultural diversity, the stimulation of Expo '67 itself and of the events which are being planned by many countries to celebrate their own cultural achievements.

These latter events are likely to be most varied in nature and to make a notable contribution to Expo '67 and to the cultural life of Canada. They include performances by orchestras, dancers and theatre groups, special exhibitions, receptions and dinners. Although no fixed pattern is laid down for these occasions, they appear to be intended, in many cases, to accomplish a number of purposes — to draw the attention of those attending Expo '67 to the country in question, to provide a suitable opportunity for celebrations by those in Canada having particular links with the country and to return hospitality extended by Canadian hosts in the Montreal area.

The visits to Montreal by the monarchs, presidents and ministers of over 60 countries will take place against a memorable background — that of a city with its own three centuries of history, that of a world exposition with a greater number of participants than any previous one, and that of the St. Lawrence River itself, an historic link between Canada and other countries, where ships of a number of countries will come specially to take part in the celebrations.

Visits to Provincial Capitals

From Montreal, the majority of visitors will go on to visit two provincial capitals. Many have already accepted the invitation of the Prime Minister of Quebec and will go directly to Quebec City.

Details of the programmes will, of course, be announced as arrangements are completed, but in Quebec City, as in other provincial capitals, hospitality extended by the Lieutenant-Governor, the Prime Minister and other senior authorities will form the basic element. The history of the city, the cultural and political associations of its major buildings and institutions and the role of the city in the general social and cultural development of French-speaking Canada will be points of special interest for those who visit it.

Specific plans for visits to other provincial capitals were still being made in mid-March. Nearly all parts of the country will be involved. In addition to the basic hospitality and meetings already mentioned, there may be, in some cases special activities related to centennial year manifestations or arising from particular interests of the visitors. Some visitors intend to make private visits to areas of personal interest. Some have obviously long cherished a desire

to cross the whole country, to go through the Rocky Mountains by train, to see cowboys, to look into industrial and economic developments and to enjoy sports. A number have an interest in people from their own countries who have settled in Canada.

Conclusion

The visits to Canada in 1967 of leaders of over 60 countries will probably be significant chiefly as providing impressions of Canada as a whole to the visitors under the special conditions of the centennial year. Discussions of present relations between Canada and the countries concerned or of current world crises normally form the major part of a "working visit" by a prime minister or a foreign minister. While such discussions will provide one element in most of the special visits to Ottawa this year, the knowledge acquired of Canadian economic growth, and of varied social and cultural conditions and political opinions, is likely to be of particular importance.

The visits of heads of state, heads of government, or their representatives in 1967 are the result of a Canadian desire to make a gesture of interest and goodwill, within the particular context of the centennial and of Expo '67 participation, towards a great many of the countries with which Canada has had increasingly close connections in recent years.

Numerous as these visits are, they do not, of course, cover all the nations with which Canada has such connections. They are part of a continuing process whereby Canada, for tangible reasons of its own interests, as well as for broader purposes, has steadily developed relations with other countries and established its political identity in the eyes of the world. The 1967 visits will be an important part of the Canadian centennial celebrations. Canadians welcoming guests from other countries hope that their visits will, at the same time, contribute to the growth of a peaceful and more prosperous world civilization.

United Nations Peace Keeping

CONTINUING PROBLEMS OF FINANCING

ARTICLE 17 (2) of the United Nations Charter states that "expenses of the organization shall be borne by the members as apportioned by the General Assembly". In December 1962, the General Assembly, over the opposition of the Communist countries and France, "accepted" an advisory opinion of the International Court of Justice deciding that the costs of the United Nations peace-keeping operations in the Middle East (UNEF) and the Congo (ONUC) were legitimate "expenses of the organization" and thus assessable by the General Assembly. The Court's opinion, however, did not lead to agreement among the great powers. Still upholding their constitutional position that the General Assembly has no authority to authorize peace-keeping operations or to apportion peace-keeping costs as binding assessments without prior decision of the Security Council, the Soviet-bloc countries have continued to refuse to pay their UNEF and ONUC assessments, while France has agreed to pay for UNEF but not for ONUC (which ceased operations on June 30, 1964). Though not questioning the primary responsibility of the Security Council for the maintenance of international peace and security, Canada and the great majority of other countries have continued to uphold the residual authority of the General Assembly to mount peace-keeping operations in situations where the Security Council fails to act.

Compromise to Avert Showdown

The Western countries, it will be recalled, were unwilling to risk the collapse of the organization by insisting that the U.S.S.R. and France lose their votes in the General Assembly, as provided in Article 19 of the Charter, for non-payment of arrears. In February 1965, the General Assembly authorized the establishment of the Special Committee on Peace-keeping Operations ("Committee of 33") to undertake "a comprehensive review of the whole question of peace-keeping operations in all their aspects, including ways of overcoming the present financial difficulties of the organization". To avert a showdown, on September 1, 1965, the General Assembly agreed to the consensus, worked out in the Committee of 33, that the Assembly should carry on its work normally, the loss-of-vote sanction should not be applied for UNEF and ONUC, and the financial difficulties of the organization should be solved through voluntary contributions by member states, with the highly-developed countries making substantial contributions. As envisaged in this consensus, the twentieth and twenty-first sessions of the General Assembly have been able to function normally, but this has not brought the Committee of 33 or the great powers nearer to agreement on how the United Nations should fulfil its peace-keeping

role and (of direct concern in this article) who should bear the costs. It would appear that, until it is possible to resolve the underlying political and constitutional issues, the immediate and long-term financial problems of the organization will remain.

What are some of these financial problems that continue to beset the United Nations?

Size of Deficit

Owing to the refusal of certain countries to pay their assessed share of the costs of major peace-keeping operations, the United Nations is faced with a large deficit. The French-inspired *Ad Hoc* Committee of 14 financial experts which was established by the General Assembly at the twentieth session (and upon which Mr. J. Douglas Gibson was the Canadian expert), was unable to agree on the size of the deficit facing the organization. ⁽¹⁾ As a reflection of differing political views on the financing of peace-keeping operations, the Committee gave two estimates of the deficit as of September 30, 1965 — \$52 million in the French view (supported by the U.S.S.R.) and \$73.4 million in the U.S. — British — Canadian view. In spite of the consensus that the financial difficulties of the organization should be solved through voluntary contributions however, to date a mere 23 countries have contributed a total of about \$23.3 million — of which \$4 million (U.S.) was contributed by Canada in June 1965. The U.S.S.R. and France have so far not announced their long anticipated but elusive contributions. Substantial contributions by these countries would, it is hoped, break the log-jam by persuading other countries which have been waiting impatiently on the side-lines, to contribute. Meanwhile, the Secretary-General felt compelled to state last October, in introducing his initial budget estimates for 1967, that “unless . . . there are substantially larger payments of assessed contributions than are now anticipated, or additional contributions are forthcoming, there can be little prospect of reducing the organization’s indebtedness, and one may expect to see in 1967 an unhappy renewal of the financial strains and stresses of past years”.

United Nations Bond Issue

To help the organization out of the financial difficulties caused by the failure of certain countries to pay their share of peace-keeping costs, the General Assembly authorized the Secretary-General to float a UN bond issue of up to \$200 million and to use the proceeds for purposes normally related to the Working Capital Fund. Canada was the first country to announce its intention to subscribe to the bond issue and purchased bonds worth \$6.24 million (U.S.). The regular budget of the United Nations each year contains an appropriation of about \$8.7 million to pay the annual amortization and interest charges to

(1) See *External Affairs*, September 1966, Page 383.

the countries which purchased bonds. The Soviet Union and France, claiming that the bond issue is a back-door method used by the General Assembly to finance peace-keeping activities, have refused to pay the portion of their annual budget assessments attributable to the bonds and have maintained that the bond expenses should be removed from the regular budget and placed in a special account to be financed by voluntary contributions. Refusal of certain countries to pay their share of the bond expenses adds about \$2.4 million annually to the organization's deficit.

Since the money raised from the sale of bonds has been used to pay for peace-keeping activities, a few developing countries introduced a resolution at the twenty-first session of the General Assembly which would have removed the bond expenses from the regular budget and placed them in a special account to be financed according to a special scale of assessment granting substantial reductions to the developing countries (the general principle of reductions to the developing countries having been approved by the Assembly in 1963 as a guide-line for the sharing of the costs of future peace-keeping operations involving heavy expenditures). This resolution was withdrawn after the Western countries, which are the principal bondholders, argued that changes in the terms of repayment of the bonds would be a breach of contract to governments which, in good faith, had purchased bonds subject to specific terms. Future discussion of this proposal was postponed until next autumn.

Financing Current Peace-keeping Operations

Until agreement is reached upon guide-lines for the financing of future peace-keeping operations, the organization will continue to rely upon a variety of *ad hoc* methods to finance current peace-keeping activities. Although resort to *ad hoc* formulas has meant that certain countries have carried a disproportionate share of the financial burden, the United Nations has managed admirably to fulfil its peace-keeping commitments.

The relatively modest costs of special peace-keeping missions, which have involved the use of military personnel only in an observer capacity, are included in the annual regular budget of the United Nations. The Soviet-bloc countries, however, have refused to pay the portion of their annual assessments attributable to some of these missions — such as the UN Commission for the Unification and Rehabilitation of Korea (UNCURK) and the UN Truce and Supervisory Organization in the Middle East (UNTSO) — on the ground that the Security Council, and not the General Assembly, must decide upon the method of financing. Refusal to participate in the financing of these regular budget items adds annually about \$.8 million to the organization's deficit.

At the twentieth and twenty-first sessions, the General Assembly appropriated funds to finance UNEF for 1965 (\$18.9 million), 1966 (\$15 million) and 1967 (\$14 million) according to *ad hoc* scales apportioning about 5 per cent of the costs among the 96 developing countries and the remainder among the

developed countries (with each developed country paying an additional 25 per cent of its apportionment to make up for the shortfall caused by the refusal of certain countries to pay their share). Canada's contribution for 1966 was almost \$730,000.

The financing of the United Nations Force in Cyprus (UNFICYP) has been accomplished without open controversy since, unlike the financing of UNEF and ONUC, it has never been by assessment. The Security Council resolutions which established UNFICYP in March 1964 and which continue it until June 26, 1967, provide that it should be financed by voluntary contributions. Reliance upon voluntary contributions, however, has proved to be an undependable means of financing. Deficits have plagued UNFICYP since its inception and the Secretary-General has been forced to make frequent appeals for voluntary contributions. To date, about \$62.4 million has been collected from 45 countries (no contributions having been received from France or the Communist countries) to meet the Secretary-General's costs of about \$69.7 million up to June 26, 1967. These costs do not include the costs which troop contributors (such as Canada) have agreed to absorb at their own expense without seeking reimbursement from the United Nations. During 1966, the Government of Canada absorbed about \$3 million over and above what it would normally have paid to maintain its contingent in Canada.

Financing Future Peace-keeping Operations

While it has helped to crystallize differences between the great powers, the Committee of 33 has not yet managed to reach agreement upon guide-lines for the financing of future peace-keeping operations. In the aftermath of the Article 19 dispute, the Committee of 33 has tried to make progress by consensus but, given the strongly-held positions of principle of the Soviet Union and France and the reluctance of most non-aligned countries to exert pressure on these countries, no consensus has emerged.

In an attempt to overcome this inertia, Canada, at the twenty-first session of the General Assembly (with Argentina, Chili, Iran, Italy, Nigeria and Norway as co-sponsors), after extensive consultations, introduced a resolution suggesting, *inter alia*, guide-lines for the financing of future peace-keeping operations. The resolution suggested that, "if the costs of a particular peace-keeping operation involving heavy expenditures are to be apportioned among the members of the organization . . . , the equitable sharing of the costs might be achieved by means of a special scale which would establish that the economically developing countries would contribute 5 per cent of the total costs with the balance of the costs to be borne by other member states". By selecting language which would not prejudge the question of the relative powers of the Security Council and General Assembly in the authorization and financing of peace keeping, the co-sponsors were hopeful that the resolution would be supported by all the great powers. While private consultations had suggested

that the good intentions of the co-sponsors were accepted at face value, subsequent developments reflected an increasingly suspicious attitude on the part of the U.S.S.R. and France, which interpreted the resolution as an attempt to assert the residual authority of the General Assembly to mount peace-keeping operations in situations where the Security Council failed to act.

Notwithstanding the difficulties posed by strong criticism from the Soviet Union and France, the co-sponsors managed to bring the resolution to a vote in the Special Political Committee, where it was adopted by 52 votes in favour to 14 against, with 42 abstentions. After increased pressures by the U.S.S.R. and France, however, a number of non-aligned countries introduced in plenary a procedural resolution which deferred a decision on the resolution to the fifth special session of the General Assembly, which takes place in April 1967.

The Pavilion of Canada at Expo '67

The Universal and International Exhibition 1967, popularly known as Expo '67, will open in Montreal on April 28 and run until October 27. This world exhibition is the biggest event of Canada's centennial year. Over 60 countries and many international organizations and businesses have pavilions at Expo '67. One of these is that of Canada itself. The following is an article by the operators of the Canadian pavilion:

"O Canada, my home, my native land" — the subject is simple yet vast — it is Canada. And more than the land, it is the people. It is what the people brought with them when they came to this continent. It is heredity and environment. It is all those influences that have forged the links that unite Canadians. It is the country's past and its future.

It is this dual nature that the Canadian pavilion at Expo 67 attempts to portray in song, in picture and in a series of breathtaking structures dedicated to the magnitude of Canada's aspirations. The people are seen in the brilliant foliage of a six-storey "maple" tree in which are depicted the influences affecting their lives.

The story of Canada's growth, of its origins and history, have been told many times. Yet, because more than half the visitors will be non-Canadians, and also because many thousands of Canadians themselves will enjoy the retelling, it is being told again. It begins with a salute to Canada's original inhabitants, the Eskimos of the North, the Indians of the West, of the Prairies and of the East. Those who do not know Canada will discover that Canadians too have mementos of the past, artifacts and battle trophies and venerated historical documents. The fact that Canada has only recently entered world history does not mean that there was no prior history in Canada. Events that may have been of little consequence to the world at the time had a momentous influence on the destiny of this new country. Battles that involved no more than a few hundred men were decisive in shaping its history and moulding its people. Political clashes that, at the time, were not likely to claim even a few lines in a foreign newspaper have had a tremendous impact on the nation and its government.

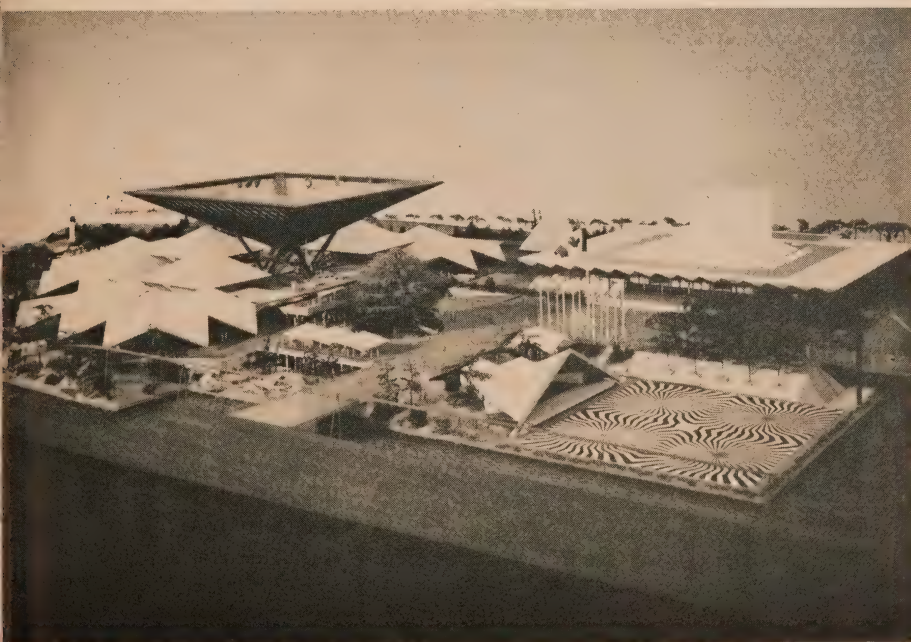
The entire pavilion was planned and designed as a unit; the structural elements, as well as the exhibits, tell the story of Canada. And, because the story deals with the resources of Canada, the various buildings are pyramid-shaped, reflecting the fact that the country's minerals and metals, the chemicals of its farmlands, are crystalline in their natural state. The entire series of structures rises from the soil, increasing in height as a tribute to man's creative genius.

Focal Point of Pavilion

Soaring high above the others and dominating the scene is the great inverted pyramid — the highlight, the focal point, of the pavilion. By its height and birth, by its symmetry and colour, it symbolizes the aims and optimism of a dynamic nation. Canadians have built and will continue to build structures for every conceivable purpose. This 700-ton pyramid, poised so delicately on a small cradle, is a thing of beauty created by the engineering skill of Canadians. It has been given the name "Katimavik" an Eskimo word meaning "meeting place", and is dedicated to the brotherhood of man. Within it are models of things common to all men — in time, in space, in nature and in man himself.

Located beneath the plinth of the Katimavik, the revolving theatre presents the saga of Canada's growth. Five films tell the story of exploration, settlement and conflict, Confederation, industrial expansion and agricultural growth, and Canada today. This drum-like cinema, composed of six segments, rotates horizontally, and imperceptibly, from one screen to another every four and a half minutes, moving more than 1,000 spectators at a time, in groups of 190, from one theatre to the next. The exit is through a 40-foot hexagon of mirrors, where the visitor becomes an integral part of scenes based on events that took place on Confederation day in 1867.

A glittering structure, symbolic of atomic energy, stands high up under a canopy of caricatures depicting the lasting energy of sun, wind, tides and elec-



General view of a scale model of the Canadian Government Pavilion at Expo '67, showing the Katimavik (centre), surrounded by the Challenges area. The People Tree stands in front of the building. To the right is the Arts Centre. The bandshell is in the foreground.

tricity. A nearby mine and the outdoor court of geology present a collection of more than 100 large specimens of Canadian ore-bodies — and places to rest. Canada's sometimes temperamental climate is dealt with whimsically, while the science of meteorology is handled practically. Then there is the restful court of forestry, and there are exhibits on agriculture and fisheries. Nearby are areas devoted to industry and commerce, where the visitor gets a closer look at what energy has contributed to the development and use of Canada's resources.

Transportation Display

One of the major problems Canadians have had to deal with is that of distance — thousands of miles of it from sea to sea. The section featuring exhibits on transportation and communications introduces the computer, which has played a significant role in helping Canadians break down the barriers of distance. Communications by sound and picture, by the printed word and by post are here in detail, often attractive, sometimes amusing, always interesting. Transportation by wire and pipeline, by water and air, by rail and road — and off-road too — are all displayed as Canada's answer to the challenge of distance.

Resources and energy, together with communications and transportation, are woven into the fabric of Canada's past, its present and its predictable future. The third section of the Canadian pavilion reflects the problems of changing times. What is in store for Canadians in learning, in the community, in law and government and in the use of increased leisure resulting from a shorter work week? Here is where the audience participates. Here are question-and-answer machines putting the problems to the visitor. Here are exhibits of contemporary Canada. Here is the challenge of thinking of and for the future. Here is the challenge of living in Canada today.

Up on the plinth beneath the Katimavik, where horizons are wider, the story broadens to encompass interdependence — that is, the dependence of sovereign nations on one another. The entire area is decorated with the flags of all nations with which Canada has diplomatic relations. Among the flags are the proverbs of many peoples, presented in their native languages and in English and French translations. Special exhibits picture Canada in relation to many international organizations and as a participant in a variety of worldwide activities.

Entertainment for All

Visitors will find entertainment everywhere throughout the pavilion. Entertainment for individuals in all walks of life is not to be found in every exhibit, but everyone will find plenty to suit his idea of what constitutes good entertainment.

There is Uki, the two-headed monster, which rises hourly from the lagoon, spouting fire and smoke, and there is the ice-breaker at work. There are the court of sculptures and the art gallery. There are the theatre and the band-

shell, where more than 350 of Canada's top professional artists will perform — Maureen Forrester, Monique Leyrac, Oscar Brand, Maynard Ferguson and many others, who will give 50-minute concerts. All performances are free. There is catering at three levels — restaurant, cafeteria and snack-bar — offering Canadian food professionally prepared and well served at city prices.

There is the Children's Creative Centre, where youngsters from 6 to 11 can express themselves in art, drama and music under skilled guidance. There is the Sanctuary, with its stained glass, a non-denominational place for meditation.

This, then, is the picture of Canada and its people which the Canadian pavilion will present at Expo '67.

The West Indies (Associated States)

DURING the week beginning February 27, 1967, two Canadian Cabinet Ministers, the Honourable J. W. Pickersgill, Minister of Transport, and the Honourable E. J. Benson, Minister of National Revenue, represented the Canadian Government at a series of "Statehood Day" ceremonies on the islands of Antigua, St. Kitts-Nevis-Anguilla, St. Lucia and Grenada, marking the achievement by these islands of a new constitutional status in association with Britain. In all, six new (Associated States) have been formed, including, in addition to the foregoing, the islands of Dominica (where the new constitution came into effect the same week) and St. Vincent, whose "Statehood Day" celebrations will be held later.

The dissolution of the West Indies Federation in 1962 faced the former members with the problem of deciding what their future constitutional status would be. Jamaica and Trinidad and Tobago chose independence and both emerged as sovereign states during August 1962. For a time, it was hoped that the Eastern Caribbean islands (the so-called "Little Eight") would form a new federation and move toward independence. When, however, it became apparent that this was not immediately possible, other avenues were explored with a view to meeting the desire for a greater measure of autonomy which the federal experience had sharpened. In August 1965, Barbados announced its intention to move toward independence, which was celebrated on November 30, 1966⁽¹⁾. Following a series of constitutional conferences, begun early in 1966, the remaining Windward and Leeward Islands, with the exception of Montserrat, agreed to proposals that each territory should become a state in association with Britain.

Extent of Autonomy

Under the West Indies Act, 1967, each of the West Indies (Associated States) has full control over its internal affairs, with the right to amend its own constitution, including the power to end the association and to declare itself independent. Britain will continue to be responsible for the defence and external relations of the Associated States and will carry out these responsibilities in consultation with the respective governments. Executive authority with respect to certain aspects of their external affairs will, however, be delegated to the island governments. Broadly speaking, this authority will include the right to seek membership or associate membership in certain international organizations, to conclude certain types of trade agreement, and to negotiate and sign agreements for financial and technical assistance, as well as agreements relating to migration.

(1) See *External Affairs*, January 1967, Pp. 13-14.

The head of the executive government of each Associated State will be the governor, who will be the Queen's representative and who will be guided by the premier in the execution of his duties. A British Government representative, based on St. Lucia, will be responsible for the conduct of relations between Britain and the Associated States. The Regional Council of Ministers has been reconstituted as the Council of Ministers of the West Indies (Associated States) and a secretariat has been established on St. Lucia to administer common services and to perform such other functions as may be agreed upon from time to time. A regional Supreme Court, consisting of a High Court of Justice and a Court of Appeal, with a High Court judge resident in each state, is also to be established.

Canada's Special Interest

At the Commonwealth Caribbean-Canada Conference held in Ottawa in July 1966, ⁽¹⁾ agreement was reached on a number of practical steps designed to provide a renewed expression of the special interest of Canada in the area and Canada's desire to strengthen the close historical ties developed over the years. In a statement recorded for broadcast to the Associated States on the assumption of their new status, the Prime Minister, the Right Honourable L. B. Pearson, expressed Canada's good wishes in the following terms:

"I am happy to have this opportunity of conveying the sincere good wishes of the Government of Canada and the Canadian people to the governments and people of the Commonwealth Caribbean islands as they celebrate the achievement of their new constitutional status. Your 'Statehood Day' ceremonies will mark another historic stage in the constitutional developments which have taken place within the past few years among the Commonwealth countries of the Caribbean. I am sure that both the political leaders and the people of the Associated States will enter into their new status conscious of their new responsibilities and proud to undertake their new tasks in a dedicated and progressive spirit.

"While the special relationship between Canada and the West Indies is a matter of historical record, it gives us great personal satisfaction that in recent months steps have been taken to give a new tangible and constructive expression to this sentiment. At the Commonwealth Caribbean-Canada Conference last July, where I met all your chief ministers, decisions were taken on various ways and means of developing close and continuing co-operation. More useful work was done last November at the Conference held in Antigua to consider the report of the tripartite survey on the economic development of the Eastern Caribbean. The process was carried further at the meeting of the Commonwealth Caribbean-Canada Trade and Economic Committee held in St. Lucia a few weeks ago. Thus a start has been made on practical steps which must be taken to encourage the economic well-being of these islands. Your new status

(1) See *External Affairs*, August 1966, Pp. 314-321.

will provide new and greater opportunities for close collaboration between us to this end.

“It is, therefore, in all sincerity that I say to the governments and peoples of the West Indies (Associated States) that the Canadian Government and people share your happiness on this momentous occasion. We also share your hopes for the future and we shall work with you for the attainment of a better life for the peoples of the West Indies.”

Bases of Canada's Policy on Vietnam

On January 17, a delegation of professors from the University of Toronto called on the Prime Minister and the Secretary of State for External Affairs to deliver and discuss a letter commenting on Canadian policy on Vietnam. The text of the letter is as follows :

The fact that the cruel devastation of Vietnam has been going on for such a long time does not render the continuing rain of explosives and chemicals more acceptable.

The fact that so many have already pleaded so often for an end to this terror does not make the suffering of the uncountable victims more bearable, nor does it make the situation less dangerous. Indeed, with each escalation, the possibility of Chinese intervention and a world war becomes more real.

We call upon the Canadian Government to demand, unequivocally, an immediate, unconditional and permanent end to the United States bombings of North and South Vietnam, and the earliest possible withdrawal of U.S. military forces from the area.

We further call upon the Canadian Government to reveal all military production contracts related in any way to the Vietnam war, and to consider following the example of Sweden in refusing to sell arms to the U.S. until this intervention ceases.

Prime Minister's Reply

In the course of the discussion, the Prime Minister undertook to reply formally to the professors' letter in detail. The text of his reply reads as follows :

I need hardly tell you that the situation in Vietnam is one to which the Government attaches great importance in the formulation of Canadian foreign policy. That importance reflects not only the implications of the problem for world peace and the international processes of change by peaceful means but also the concern which the Government shares with responsible citizens at the toll the hostilities are taking in terms of human suffering as well as of wasted resources and lost opportunities for human betterment. On these points, I think, there can be few differences of opinion.

The real problem, of course, for governments no less than for individuals, is in translating hopes and convictions into constructive action. Constructive action, in turn, depends on a realistic assessment of the nature of the situation which it is desired to change and of the likely consequences of any given action, whether public or private, in relation to the problem. Therefore, at every stage, we must ask whether any particular step is likely to advance the issue any distance towards a solution — or even towards a more satisfactory state of affairs. Any answer to this question becomes doubly difficult in the

context of problems where the direct involvement and the direct responsibility for action rest essentially with others.

Let me be more specific. I realize, as the public debate over Vietnam here and elsewhere over the past few years has shown, that it is possible to arrive at different assessments of the rights and wrongs of the various positions represented in the conflict. This is inevitable, and in the long run useful, in a free society, always provided, of course, that the differences of opinion are genuine and based on the fullest possible range of facts. But whatever the view one might hold about the origins and development of a situation such as we face in Vietnam today, I believe that the right and proper course for the Canadian policy-maker is to seek to establish that element of common ground on which any approach to a solution must ultimately rest.

This is precisely the direction in which we have attempted to bring Canadian influence to bear — the search for common ground as a base for a solution to the Vietnam crisis by means other than the use of force. We have spoken publicly about our belief that a military solution is neither practicable nor desirable and we have encouraged the two sides to enter into direct contact to prepare the ground for formal negotiations at the earliest practicable time.

Public Diplomacy Not Enough

In what might be called a process of public diplomacy, the parties themselves have gone some distance over the past year or so in defining their positions. This open exchange of propositions is, of course, useful in settling international problems, but it must, I think, be accompanied by other, less conspicuous, efforts, since public positions are generally formulated in maximum terms. One aspect of these quiet efforts could be an attempt to develop a dialogue with the parties, stressing to them the urgency of seeking more acceptable alternatives to the means being used to pursue their objectives; another might be an attempt to find channels by which the parties could, in quite confidential ways, move out beyond their established positions, abandoning where necessary, tacitly or explicitly, those aspects of their positions where compromises must be made in the interests of a broader accommodation.

As I have said, I am convinced that the Vietnam conflict will ultimately have to be resolved by way of negotiation. But I do not think that a Geneva-type conference (or, indeed, any other conference) will come about simply because the Canadian Government declares publicly that this would be a good idea. It will come about only when those who are at this time opposed to such a conference can be convinced that it would be in their best interests to attend and negotiate in a genuine desire to achieve results. And, in the process, confidential and quiet arguments by a responsible government are usually more effective than public ones.

Similarly, when it comes to making channels, or "good offices", available to the parties to enable them to make contact with each other, I think that

too many public declarations and disclosures run the risk of complicating matters for those concerned.

In short, the more complex and dangerous the problem, the greater is the need for calm and deliberate diplomacy. That may sound like an expression of timidity to some of the proponents of political activism at Canadian universities and elsewhere today. I can only assure them, with all the personal conviction I can command, that, in my view, it is the only way in which results can be achieved. Statements and declarations by governments obviously have their place and their use in the international concert, but my own experience leads me to believe that their true significance is generally to be found not in initiating a given course of events but lies rather towards the end of the process, when they have been made possible by certain fundamental understandings or agreements reached by other means.

Need of Reciprocal Commitments

As far as the bombing of North Vietnam is concerned, there is not the slightest doubt in my mind that this is one of the key elements, if not the key element, in the situation at the present time. You may recall that I was one of the first to suggest publicly that a pause in these activities might provide openings for negotiations. Subsequently, I have repeatedly stressed that I should be glad to see the bombing stopped, Northern infiltration into the South stopped, and unconditional peace talks begin. This has been and will remain, in broad outline, the Canadian Government's position — a position which we have adopted not in a spirit of timidity but in a sense of reality, because we believe it corresponds to the facts and because we believe that a negotiation involves reciprocal commitments. Any other position taken by the Government, I am convinced, would be unhelpful.

In your letter you also called upon the Government to reveal all military production contracts related in any way to the Vietnam war, and to consider refusing to sell arms to the U.S.A. until the intervention in Vietnam ceases. While I can appreciate the sense of concern reflected in your suggestions, I think it might be helpful if I were to try to put this question in a somewhat broader perspective than the problem of the Vietnam war alone.

Defence-Production Relation with U.S.

Relations between Canada and the U.S.A. in this field are currently covered by the Defence Production Sharing Agreements of 1959 and 1963, but in fact they go back much farther and find their origins in the Hyde Park Declaration of 1941. During this extended period of co-operation between the two countries, a very close relationship has grown up, not only between the Canadian defence industrial base and its U.S. counterpart but also between the Canadian and U.S. defence equipment procurement agencies. This relationship is both necessary and logical not only as part of collective defence but also in order

to meet our own national defence commitments effectively and economically. Equipments required by modern defence forces to meet even limited roles such as peace keeping are both technically sophisticated and very costly to develop and, because Canada's quantitative needs are generally very small, it is not economical for us to meet our total requirements solely from our own resources. Thus we must take advantage of large-scale production in allied countries. As the U.S.A. is the world leader in the advanced technologies involved, and because real advantages can be gained by following common North American design and production standards, the U.S.A. becomes a natural source for much of our defence equipment. The U.S.-Canadian production-sharing arrangements enable the Canadian Government to acquire from the U.S.A. a great deal of the nation's essential defence equipment at the lowest possible cost, while at the same time permitting us to offset the resulting drain on the economy by reciprocal sales to the U.S.A. Under these agreements, by reason of longer production runs, Canadian industry is able to participate competitively in U.S. research, development and production programmes, and is exempted from the "Buy American" Act for these purposes. From a long-term point of view, another major benefit to Canada is the large contribution which these agreements have made and are continuing to make to Canadian industrial research and development capabilities, which, in turn, are fundamental to the maintenance of an advanced technology in Canada.

In this connection, I should perhaps point out that the greater part of U.S. military procurement in Canada consists not of weapons in the conventional sense but rather of electronic equipment, transport aircraft and various kinds of components and sub-systems. In many cases, the Canadian industries which have developed such products to meet U.S. and continental defence requirements have, at the same time, been able to develop related products with a civil application, or have been able to use the technology so acquired to advance their general capabilities. For a broad range of reasons, therefore, it is clear that the imposition of an embargo on the export of military equipment to the U.S.A., and concomitant termination of the Production Sharing Agreements, would have far-reaching consequences which no Canadian Government could contemplate with equanimity. It would be interpreted as a notice of withdrawal on our part from continental defence and even from the collective defence arrangements of the Atlantic alliance.

Contract Revelation Unfeasible

With regard to your specific request that we reveal all military production contracts related in any way to the Vietnam war, there is, so far as I am aware, no way in which the Canadian Government — and perhaps even the U.S. Government — could ascertain the present whereabouts of all items of military equipment purchased in Canada by the U.S.A. Such equipment goes into the general inventory of the U.S. armed forces and may be used for such

purposes and in such parts of the world as the U.S. Government may see fit. The converse is true of equipment which is purchased in the U.S.A. by the Canadian Government. This long-standing arrangement — which is sometimes known as the “open border” — reflects the collective defence relationship of Canada and the U.S.A. and is an important element in the broadly-based co-operation of the two countries in the defence field. It would not in my judgment be consistent with that relationship for the Canadian Government to seek to impose the sort of restriction which you suggest, nor am I convinced that, by taking such a step, we would be contributing in any practical way to achieving a political solution to the Vietnam problem.

Canada's Relations with Kenya

ON February 9, 1967, Miss Margaret Meagher, Canada's first resident High Commissioner in Kenya, presented her letter of commission to President Kenyatta at the State House in Nairobi. This ceremony marked a further stage in the growth of relations between Canada and Kenya.

Kenya is one of the most favoured countries in Africa. It lies on the East Coast of the continent, bounded on the east by the Indian Ocean and on the west by Lake Victoria and the plateau country of Uganda. To the south lies Tanzania, while across the rugged northern and northeastern frontiers are Ethiopia and Somalia. While much of Kenya's northern and eastern regions are arid, the coastal belt and the highlands around Nairobi contain some of the most fertile agricultural land in Africa and some of the loveliest countryside, well known to tourists and hunters. It is a country where over the centuries many races have mingled and mixed and, although 95 per cent of the population of nine million is African, there are large groups of persons of Arabic, Asian and European origin. The African population itself consists of many different tribes, of which the largest is that to which President Kenyatta belongs, the Kikuyu.



The newly-appointed High Commissioner of Canada in Kenya, Miss Margaret Meagher, presents her Letters of Credence to President Jomo Kenyatta.

History

Arab influence was predominant on the coast for many centuries and extended into the interior, although there was a period of Portuguese control of the main sea-ports such as Mombasa. There are still traces of the old Arab city-states dotting the coast line. British involvement in Kenya grew through trade links and finally through a concession obtained in 1887 from the Sultan of Zanzibar. Kenya remained a colony until December 12, 1963, when it attained independence within the Commonwealth under the leadership of Mr. Kenyatta. Kenya was declared a republic one year later.

Kenya has emerged from its turbulent past to become a strong and independent country under respected leaders. The country is a parliamentary democracy with the Kenya African National Union (KANU) as the Government under Mr. Kenyatta and the opposition the Kenya Peoples Union (KPU) led by Mr. Oginga Odinga.

The economy of Kenya is based largely on agriculture and the country's major foreign-exchange earnings come from exports of coffee, tea and sisal. However, encouragement is offered for the establishment of manufacturing industries in order to diversify the bases of Kenya's economy and to provide a cushion against price fluctuations in primary tropical agricultural products.

High Commissioner's Statement

Canada has developed good relations with Kenya and established first contacts through the accrediting of the High Commissioner in Tanzania to Kenya, and subsequently through the recently opened High Commissioner's Office in Nairobi. The new High Commissioner to Kenya spoke of these relations, and indicated the reasons for opening a resident High Commission at the presentation of her letter of commission:

"Our common membership in the Commonwealth constitutes a special bond between Canada and Kenya, and I hope that, during my sojourn here, we shall be able to work together within the Commonwealth framework for the mutual benefit of our two countries and for the strengthening of the Commonwealth as a whole.

"May I say that you yourself, Your Excellency, are personally highly esteemed in Canada for your wisdom and statesmanship. Under your leadership Kenya has already established a reputation for stability, soundly based economic development and social progress. We, for our part, are pleased that we have been able to co-operate with the Kenyan authorities in carrying out projects of technical and economic assistance. It will be an important responsibility of the Canadian mission to help promote the development of this useful programme."

Aid to Kenya

In the field of external aid, Canada is carrying out a forest-inventory project,

medical training in conjunction with McGill University, wheat-productivity studies and other similar projects. In addition, there are 35 Canadians teaching in Kenya, and 11 advisers in various positions and there are 34 Kenyans studying in Canada. The value of these projects and the technical assistance is over \$2 million for the year 1966-67. Only recently two Kenyan Ministers, the Honourable James Gichuru, Minister of Finance, and the Honourable Bruce McKenzie, Minister of Agriculture, visited Canada to discuss the aid programme and other problems of mutual concern, once again emphasizing the growth of relations between the two countries.

During its centennial year, Canada is looking forward to Kenyan participation in Expo '67 and to receiving a representative named by President Kenyatta. This participation will undoubtedly encourage closer relations between the two countries through increased knowledge of Kenya and personal contacts between Canadians and Kenyans.

Canada on Non-Proliferation

STATEMENT BY LIEUTENANT-GENERAL E. L. M. BURNS,
PERMANENT REPRESENTATIVE OF CANADA, BEFORE THE
EIGHTEEN-NATION DISARMAMENT COMMITTEE IN GENEVA
ON FEBRUARY 28, 1967

THE Secretary of State for External Affairs of Canada has asked me to make the following statement on his behalf.

We have welcomed the recent bilateral discussions between the U.S.A. and U.S.S.R. on the treaty to prevent the spread of nuclear weapons, which we understand have brought those countries close to agreement. We look forward to the tabling shortly of that draft treaty and to its careful study in this Committee. Like every country represented here, and indeed every responsible member of the international community, we hope we are close to reaching agreement on what can be one of the most significant international arms-control measures of our generation.

The urgency and importance of a non-proliferation treaty is clear. We are at an extremely critical point of history, when the decision of one country to join the ranks of the nuclear-weapons powers could trigger an uncontrollable, prohibitively costly, and potentially catastrophic, arms race. This could be the last chance of preventing such an arms race.

Nuclear Powers Must Retain Control

Since the basic purpose of a non-proliferation treaty is to prevent the further spread of nuclear weapons, a treaty must provide that the control of existing nuclear weapons shall rest incontestably with the present nuclear-weapons powers and that states without nuclear weapons shall renounce the acquisition or development of nuclear weapons. While this is an inherently discriminatory approach to the problem, it is the only rational one. Indeed, in the short run, it is in the interest of non-nuclear-weapon states to renounce nuclear weapons and thus to eliminate the danger of nuclear warfare among themselves and to reduce the danger of smaller conflicts developing into nuclear wars into which the great powers might be drawn. In the longer run, of course, substantial benefits would accrue to all nations if, as we intend, the treaty contributes to international stability and to an atmosphere conducive to more comprehensive measures of arms control.

It is neither unnatural nor unreasonable that countries foregoing their option to produce nuclear weapons should wish to ensure that their act of self-denial should in turn lead the nuclear-weapons powers to undertake tangible

steps to reduce and eliminate their vast stockpiles of nuclear weapons and delivery vehicles. We are, therefore, of the opinion that nuclear-weapons signatories to a treaty should be party to a clear and compelling declaration of intent to embark on the process of nuclear-arms control. In short, we think that by means of this treaty nuclear as well as non-nuclear states should contribute, and be seen to contribute, to the objective of nuclear disarmament.

It is, of course, important in this connection to ensure that the treaty should be seen to work effectively in practice. A provision for periodic review of its terms and operation is, therefore, an objective to which the Canadian Government has already subscribed and will continue to pursue.

Nuclear Services for Peaceful Use

The term "loophole" has been freely used in this Committee's deliberations on a non-proliferation treaty. In our view, a treaty permitting non-nuclear-weapons states to conduct, on a national basis, nuclear explosions for peaceful purposes would contain a substantial loophole. We believe that it is impossible to distinguish between the technology required in nuclear explosions for peaceful as against military purposes and that a non-nuclear-weapons power which detonated a nuclear explosive device, no matter for what purposes, would, in effect, have taken a decisive step towards the production of nuclear weapons. At the same time, we believe that a treaty should contain a clear assurance that non-nuclear-weapon powers may obtain the economic and scientific benefits of the use of peaceful nuclear explosions and, specifically, should have assurances of obtaining from nuclear-weapons powers the use of such explosive devices under the supervision of an appropriate international organization. We are pleased to note that President Johnson has said in his message that the U.S.A. is prepared to make nuclear explosive services for peaceful purposes available to non-nuclear-weapons states on a non-discriminatory basis under appropriate international safeguards.

There has been some discussion recently of the value of technological "spin-off" from nuclear explosions. We are not convinced that such "spin-off" is significant, but we note again that President Johnson has assured us that not only peaceful explosive services but also any technological "spin-off" from them will be available to non-nuclear-weapons states. It goes without saying, of course, that a treaty should not place any inhibitions whatever on research or development of advanced peaceful nuclear technology.

It is, in our view, important that a non-proliferation treaty should include an effective safeguards clause, the main purpose of which would be to ensure that the treaty provisions are being observed and that nuclear fuel designated for peaceful purposes is not diverted clandestinely to the manufacture of nuclear weapons. Moreover, it will be important to establish the principle that the treaty safeguards system, to be internationally administered, must be acceptable to the great majority of states which are expected to sign the treaty.

I have touched in a very general way on some of the most important issues that we will be examining in the weeks ahead. We propose to present our views in a more comprehensive manner, once we have a draft treaty text before us.

In conclusion, I should like to make some brief remarks on the signing in Mexico City earlier this month of a treaty to denuclearize Latin America and the Caribbean. This is a development which we in Canada have warmly welcomed. We extend our congratulations to our Latin American and Caribbean friends (and I should mention the contribution of our Mexican colleague, Senor Garcia Robles in particular), noting that theirs is a unique achievement which establishes an important precedent. The signing of this treaty is eloquent testimony to the tireless efforts of our neighbours, who have taken steps toward excluding nuclear weapons from their area and toward ensuring that nuclear energy is used exclusively for peaceful purposes. Let us hope that this achievement will lend impetus to our efforts here to reach agreement on a universal non-proliferation treaty.

Canadian Films Abroad

THE MEDIUM CARRIES THE MESSAGE

THE Canadian image on film was projected to a non-commercial audience of 76 million people in 1966, at community screenings held around the world through the combined efforts of the National Film Board and Canadian Government posts. This compares favourably with the international audience of 61 million who saw Canadian Government films in 1965. Last year, therefore, in addition to foreign television audiences of approximately 200 million people, to theatrical audiences reached through the National Film Board's commercial contracts, and to the travel film programme in the United States, which had a total audience of 12 million people, Canadian documentary films were shown at the community level to 30 million people in 19 countries in Asia, to three million people in 12 African countries, to 14 million people in 23 European countries, to 15 million in 18 countries of Central and South America, and to 2 million people in Australia and New Zealand. By any standards, this is a considerable achievement in public information.

Whether he lives in New Delhi or New Orleans, and whether he is literate or not, modern man is more receptive of the visual image than was his father. The man who cannot read a book or write his name can nevertheless gain knowledge and understanding through properly-used film. With this in mind, both the Department of External Affairs and the Film Board see unlimited opportunities for continued expansion in the distribution of Canadian documentaries in other lands. In this age of audio-visual communication, films are the best all-round medium at our disposal for teaching as well as entertainment.

Film Libraries

Except for a few missions, Canadian posts have libraries comprising on the average 300 film prints, and an increasing proportion of the subjects are produced in any of 40 language versions. This is the network of stations through which the major part of non-commercial film distribution is effected. People in foreign countries borrow films free of charge from Canadian posts, selecting them from catalogues that are re-issued every two years. There exist also a number of film sub-deposits, such as those at college libraries, where Canadian films are placed on extended loan. Publicity is, of course, necessary to this enterprise, and our diplomatic and trade posts do their best to develop public interest in Canadian films. In this respect, the continuing success enjoyed by our films at international festivals has been of significant help. During 1966, some 110 NFB films were entered in film festivals around the world. Of these, 56 won awards and took 85 prizes.

Another way in which posts bring Canadian films to the attention of foreign audiences is by means of prestige, or special invitation, screenings. At such showings, an hour to an hour-and-a-half of excellent film is presented to selected guests of the mission, the function being usually accompanied by reception. These events are reported in the press, often with reviews of the films. Thus, during 1967, many posts will present special film programmes featuring a number of new productions. Notable among these are *Helicopter Canada*, which offers an entertaining, up-to-date view of the country from coast to coast, and *Man and His World*, a film on the Montreal Universal Exposition, Expo '67.

Educational Use

For students in foreign lands, Canadian Government films are probably the single most important source of information about this country. Our films are borrowed by, or are on extended loan to, universities, colleges and schools in all countries. Often these institutions buy prints of films of particular interest to them and, in any event, regard Canadian films as an important source of reference material on a wide variety of subjects.

From all this, it is clear that NFB films are, and have long been, the mainstay of Canada's international information programmes, both in their own right and as complementary features in other activities such as exhibitions or lectures. Thanks to the quality, volume and variety of the films supplied to the Department by the National Film Board, our posts are able to compete on at least equal terms, and for the most part to advantage, with those of any other country in this essential information field.



An employee examines cards forming part of the extensive records of NFB films in international distribution maintained at the Montreal headquarters of the Film Board.

Visit of Minister of Forestry to Peru

AT the invitation of President Fernando Belaunde Terry of Peru, the Honourable Maurice Sauvé, Minister of Forestry, accompanied by Mrs. Sauvé and Dr. Z. L. Rousseau, Deputy Minister of Forestry, visited Peru from February 13 to 21, 1967.

The programme arranged for Mr. Sauvé included visits to several of the projects initiated under President Belaunde Terry's ambitious Development Plan — notably that at Chimbote, Peru's major fishing-port, the economy of which is to be diversified through the construction of a steel-plant, and the Rio Camisea project, which is expected to transform a virtually unpopulated area in the trans-Andean lowlands of southeastern Peru into a major population centre with an economy based on lumber, manufacturing and farming. The Minister and his party were taken in a Peruvian Air Force helicopter to the



Canada's Minister of Forestry, the Honourable Maurice Sauvé, meets the Apostolic Delegate to Peru. Left to right: Mrs. Maurice Sauvé; Mr. F. X. Houde, Canadian Ambassador to Peru; the Apostolic Delegate; Mr. Sauvé; Mrs. Houde.

ruins of Machu Picchu, and they also visited the cities of Cuzco and Arequipa. During the course of his tour, Mr. Sauv  was able to meet many of the Canadian missionaries serving in the area.

Following a luncheon in Mr. Sauv 's honour given by President Belaunde Terry on board the Presidential yacht, a joint communiqu  was issued, noting the desirability of an expansion of the exchange between Canada and Peru of technical and scientific information relating to problems of mutual interest in forestry and rural development, and agreeing that consideration should be given to the possibility of signing a Canada-Peru technical and economic co-operation agreement.

FORTHCOMING CONFERENCES

World Meteorological Organization, fifth world congress : Geneva, April 3-28

Canada-U.K. Ministerial Meeting: London, April 19-20

UN General Assembly, fifth special session: New York, April-May

World Health Assembly, twentieth session: Geneva, May 8-27

ECOSOC, forty-second session: New York, May 8 - June 2

UNHCR Executive Committee: Geneva, May 22-30

International Labour Conference, fifty-first session: Geneva June 7-29

UNICEF Executive Board: New York, June 12-22

UNDP Governing Council, fourth session: Geneva, June 12-30

NATO Ministerial Meeting : Brussels, June 13-14

ECOSOC, forty-third session: Geneva, July 11 - August 4

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. C. E. Campbell posted from the Office of the High Commissioner for Canada, Canberra, to Ottawa, effective February 22, 1967.
- Mr. J. W. Courchesne posted from Ottawa to the Delegation of Canada to the North Atlantic Council, Paris, effective February 23, 1967.
- Mr. J. A. Donald posted from the Canadian Consulate General, New Orleans, to Ottawa, effective February 25, 1967.
- Mr. V. C. Moore, Canadian Commissioner to the International Commission for Supervision and Control in Vietnam, posted to Ottawa, effective February 27, 1967.
- Mr. P. G. Bourgeau appointed to the Department of External Affairs as Foreign Service Officer 1, effective March 1, 1967.
- Mr. O. W. Dier, Canadian Ambassador to Bolivia and concurrently Canadian Ambassador to Ecuador, appointed Canadian Commissioner to the International Commission for Supervision and Control in Vietnam, effective March 2, 1967.
- Mr. L. E. Burrows appointed to the Department of External Affairs as External Affairs Officer 2, effective March 13, 1967.
- Mr. D. S. Wright, appointed to the Department of External Affairs as External Affairs Officer 2, effective March 13, 1967.
- Miss M. Loggie posted from Ottawa to the Canadian Embassy, Beirut, effective March 17, 1967.
- Mr. J. G. Valiquette appointed to the Department of External Affairs as Foreign Service Officer 1, effective March 20, 1967.
- Mr. J. M. Church appointed to the Department of External Affairs as External Affairs Officer 2, effective March 20, 1967.
- Mr. J. J.-L. R. Boivin appointed to the Department of External Affairs as External Affairs Officer 2, effective March 20, 1967.
- Mr. M. K. Esselmont appointed to the Department of External Affairs as Foreign Service Officer 1, effective March 20, 1967.

TREATY INFORMATION

Current Action

Bilateral

Israel

Extradition Agreement between the Government of Canada and the Government of the State of Israel.

Signed at Ottawa March 10, 1967.

Trinidad and Tobago

Agreement between the Government of Canada and the Government of Trinidad and Tobago with respect to taxes on income, for the avoidance of double taxation, the prevention of fiscal evasion and the encouragement of international trade and investment.

Signed at Washington September 28, 1966.

Entered into force March 1, 1967.

Multilateral

Protocol for the further prolongation of the International Sugar Agreement of 1958.

Done at London November 14, 1966.

Signed by Canada December 1966.

Entered into force January 1, 1967.

Treaty on principles governing the activities of states in the exploration and use of outer space including the moon and other celestial bodies.

Done at London, Moscow, Washington, January 27, 1967.

Signed by Canada at London, Moscow, Washington, January 27, 1967.

EXTERNAL AFFAIRS

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His Excellency the Right Honourable Roland Michener

New Governor General Takes Office

CANADA'S twentieth Governor General, His Excellency the Right Honourable Roland Michener, was installed on April 17, 1967, in a traditional ceremony in the Senate Chamber at Ottawa.

Mr. Michener succeeds the late General the Right Honourable Georges P. Vanier, who died in office March 5. He is the third native-born Canadian to serve as Governor General, following the tradition set by the appointment in 1952 of the Right Honourable Vincent Massey. At the time of his appointment, Mr. Michener was serving as Canadian High Commissioner to India and Ambassador to Nepal.

Mr. Michener, son of the late Senator Edward Michener, was born in Lacombe, Alberta, in 1900. He attended the University of Alberta before enlisting in the Royal Air Force in 1918. After the war he resumed his studies at Alberta and Oxford and the Middle Temple, London, and was called to the bar of Ontario in 1924. He was appointed a King's Counsel in 1943.

Mr. Michener was elected to the Ontario Legislature in 1945 and was Provincial Secretary and Registrar of Ontario from 1946 to 1948. First elected to the House of Commons in 1953, he served as Speaker of the House during the 23rd and 24th Parliaments, 1957 to 1962, winning wide respect for his impartiality and knowledge of Parliamentary procedure.

Having served as Chairman of a Manitoba Royal Commission on local government and finance, Mr. Michener was in 1964 appointed as High Commissioner to India.

In his inaugural address, Mr. Michener paid tribute to his predecessor General Vanier and pledged himself to represent "la collectivité entière qu'on appelle le Canada". The new Governor General hoped to provide a neutral and friendly environment for the discussion of differing points of view and a centre for the encouragement of excellence in all worthy fields of Canadian endeavour.

Reply of Mr. Michener to the Prime Minister

Prime Minister, so quick has been my transition from New Delhi to Ottawa that I have the sensation of having run all the way, and arrived here amongst you, somewhat out of breath — but as you can see, that does not leave me speechless. On the contrary, I am full of ideas and emotions, some of which I hope to be able to express to you at least in a preliminary way.

First, I am filled with gratitude for the generous words with which you have welcomed me and my wife and with appreciation for your earlier words, even more consequential, in which you gave to Her Majesty the advice upon

which she acted in naming me as her representative in Canada. The honour is great and greatly valued, however awesome the responsibility.

Notwithstanding your encouraging expression of confidence that my wife and I will be equal to the task, I am too well aware, and here I speak for myself alone, of the gap between my qualifications and the potentialities of the office of Governor General. These potentialities have been amply demonstrated by my predecessors. The Right Honourable Vincent Massey, the first Canadian Governor General, gave the office a new significance for Canadians. Their Excellencies the late Georges Vanier and Madame Vanier in the last seven years have so fully represented all that is good in the whole Canadian community that they have justly won the respect and affection of everyone. His courageous efforts to complete his task in failing health confirm his place among the nobles of our public men.

With other Canadians we have mourned his loss and offered our sympathies to Madame Vanier with a full realization that no other couple would be able to begin at the high level of excellence and esteem to which they had elevated their public esteem.

However, we are greatly heartened in entering upon our term of office by the thought that the Governor General has come to represent the Canadian people as a whole and that, in addition to his necessary and important constitutional functions, he now symbolizes for Canadians the stability and continuity of their national life and institutions. In consequence, all Canadians have a personal interest in the office and in helping the incumbent to reflect their hopes and aspirations for the future. Already we have been encouraged by the good wishes of many of those whom we shall serve, and we hope to earn and deserve such encouragement from all. It will make our task possible and our lives happy. In any event, Prime Minister, I shall not fail through lack of effort nor of will to serve.

I gladly undertake to assure at once to Her Majesty Queen Elizabeth of Canada, as you have requested, the loyalty and devotion of the Canadian people and our delight that she and the Duke of Edinburgh will soon be with us to join in our centennial celebrations. May I add to this message my own humble duty to our Queen and my profound gratitude for the trust which she has entrusted in me.

Canadians look forward, as well, to welcoming other royal and distinguished visitors from Commonwealth and friendly nations who will be honouring us with their presence during this momentous year. We are grateful for their esteem and respect, which will remind us that our birthday celebrations have significance beyond our own boundaries. Nineteen sixty-seven is a time to assess our past achievements in the society of nations and to seek means of extending our contributions to the peace and happiness of the whole family of man.

To my friends in French Canada I should like to say that we look forward very much to the pleasure of living amongst them for a time each year.

The Citadel. From there my wife and I will be able to look down the river to the Ile d'Orléans, where we have spent many happy days.

We now see in French Canada a renaissance of that creative vigour and intellectual brilliance which have long been a mark of French civilization. All Canadians may well take pride in the achievements which are taking place in Quebec, for they will stimulate and strengthen Canada as a whole. We are fortunate to possess two mighty currents of civilization : French and British. To these first mainstreams of our national existence have been added the diverse and notable contributions of settlers from other lands and races who have ventured to our shores. They have provided Canada with additional sources of strength and richness.

We look forward, in due course, to visiting all of Canada from the Atlantic to the Pacific and Arctic, not forgetting Alberta, where I was born and raised, Manitoba, my wife's birthplace, and British Columbia, her former home, as well as Ontario, the centre of my public and professional activities.

Having set ourselves the goal of representing what one Canadian has called "la collectivité qu'on appelle le Canada", we shall seek to meet and know Canadians in their home communities. In Government House we hope to welcome Canadians of all walks of life, to provide a neutral and friendly environment for the discussion of differing points of view, and a centre for the encouragement of excellence in all worthy fields of Canadian endeavour.

In concluding, may I add my prayer to that of the Prime Minister that God's grace and help may direct us all in our common efforts to sustain and strengthen Canada, our Home.

Vietnam

STATEMENT BY THE HONOURABLE PAUL MARTIN,
SECRETARY OF STATE FOR EXTERNAL AFFAIRS,
TO THE HOUSE OF COMMONS STANDING COMMITTEE
ON EXTERNAL AFFAIRS ON APRIL 11, 1967.

I SHOULD like to be able to tell the Committee that the prospects in Vietnam are encouraging. In some respects I might be justified in saying that they are. In particular, I think there is reason to feel encouraged by the progress that is being made in South Vietnam towards the facts and forms of responsible government. In the wider perspective of the conflict, however, I must frankly confess that neither an end to the fighting nor the outlines of a political solution are as yet within sight.

In my presentation to the Committee this morning, I should like to do three things. I shall begin by trying to set out in some detail what we know of the positions of the parties as they have emerged over the past year or so. I shall then try to explore whether there is any basis on which it might be possible to break out of the present impasse. I shall conclude my presentation by setting out some of the elements which we see as forming part of any eventual accommodation in Vietnam.

Before I proceed with my presentation, however, it might be useful if I were to restate briefly some of the salient aspects of the Canadian position in relation to the Vietnam conflict as I see it. I believe it would be useful to do that because there continues to be a good deal of misunderstanding of our position in the public debate which is going on in Canada about the Vietnam situation.

The *first* point which I think needs to be made in that regard is that Canada has no direct national interest to assert or maintain in Southeast Asia. Nor do we have any formal military or other commitments there. If we have been drawn into that part of the world, it has been solely as citizens of the wider world community. What we are doing in Southeast Asia is twofold: we are there on a peace-keeping mission on behalf of countries which do have a direct national interest in that area, and we are also there as a contributor to the collective effort to meet the rising expectations of the people in that area for a better life.

Canadian Presence in Vietnam

Second, there are responsibilities which we have in Vietnam as members of the International Commission. We have endeavoured to carry out these responsibilities with fairness and impartiality, and we shall continue to do so. I should

be the last to deny that the course of events in Vietnam has in some important respects overtaken the mandate of the Commission. But there is agreement among all the parties that, as the representative of the Geneva powers, the Commission cannot simply wash its hands of the situation. There is also agreement that the Commission will have a role to play in the context of any final settlement and, quite possibly, in helping to pave the way for it. Because of these opportunities which are potentially open to the Commission, I believe I can say that it is the unanimous view of the three Commission powers that we are justified in maintaining our presence in Vietnam notwithstanding the anomalies and the frustrations of the present situation.

Third, apart from whatever role Canada may be able to play as a member of the International Commission, we have tried to use our national influence in promoting the course of peace in Vietnam. We have done this on the basis of our close relations with the United States and the access we have to the Government of the Democratic Republic of Vietnam in Hanoi, as well, of course, as the Government of the Republic of Vietnam in Saigon. I do not want to exaggerate the influence which a country like Canada can command in a matter of this kind which has engaged the power and prestige of at least three of the great powers. But there is one thing of which I am sure and it is this : If our efforts are to be of any avail, they must be deployed within the limits of what the situation suggests is realistic. They are best directed towards arriving at some common denominator which the parties themselves are prepared to accept as reasonable. We shall neither bludgeon nor shame the parties into accepting a course of policy which they regard as being contrary to their basic national interest. And this is something which I should ask those who would have us follow a different course to remember.

Canadian Contribution to a Settlement

Fourth, the Canadian Government has made it clear that it is prepared to make its own contribution to an eventual settlement in Vietnam. Such a settlement is almost certain to involve some form of international presence which will afford to the parties concerned the necessary guarantees that the terms of the settlement are being fairly and effectively carried out. If, in the light of our first-hand experience of the Vietnam problem over the past 13 years, Canada were to be asked to participate in an international peace-keeping effort in Vietnam, whether under the auspices of the Geneva powers or under those of the United Nations, I should be prepared to recommend that we accept such responsibility within the limits of our capacity. We have also recognized for some time that, in the aftermath of any settlement, it is likely to be necessary for interested countries to mount a collective effort for the economic recovery and rehabilitation of all parts of Vietnam. I want to remind the Committee that our commitment to contribute to such an effort is on the record and that we shall meet that commitment when the time comes.

So much for the Canadian position in relation to the conflict in Vietnam.

It is now almost exactly two years since the major parties to the Vietnam conflict began publicly to define their positions in regard to a settlement of the Vietnam conflict. In the case of the United States, I should date that process as having been initiated by President Johnson in his address at Johns Hopkins University on April 7, 1965, when he first announced the willingness of the United States to enter into unconditional discussions with the other side. Almost by coincidence, the first public definition of the position of the Government of North Vietnam was given by Prime Minister Pham Van Dong on the following day — that is April 8, 1965 — in a report to the North Vietnamese National Assembly. The position then set forth took the form of the now familiar four points, to which, to my knowledge, the Government of North Vietnam remains firmly committed.

In a sense, therefore, it may be said that a process of public negotiation has been in progress between these two governments over the past 24 months. We have regarded this process as useful and encouraging. At the same time, we have always recognized that there were limits to this process and that, sooner or later, efforts would have to be made by third parties to bring the two sides into some form of direct contact.

Ronning Missions to Hanoi

As the Committee is aware, that was the essential purpose of the two missions which Mr. Chester Ronning undertook on behalf of the Canadian Government in March and June of 1966. Put in its simplest terms, what we asked Mr. Ronning to explore in the course of those two visits was whether there was any minimal basis on which it might be possible to arrange for bilateral contact between representatives of the United States and the Democratic Republic of Vietnam without commitments of any kind on either side. This seemed to us at the time, and still seems to us, to be a valid approach. The issues at stake in Vietnam are such that no third party could probably presume to negotiate them on behalf of one side or the other. Nor, I think, would such a course be acceptable to the parties to the present conflict. And, if that is so, the conclusion which necessarily follows is that the efforts of third parties are best directed towards enabling the parties themselves to enter into such a negotiation at the earliest possible time and before the mounting lack of confidence on both sides makes the possibilities of peaceful accommodation in Vietnam recede beyond reach.

In the discussions which Mr. Ronning had with the Prime Minister and other senior personalities of North Vietnam, it became apparent to us that, as far as the North Vietnamese were concerned, the bombing of North Vietnam represented the key to any efforts which might be made to bring the two sides into direct informal contact. This conclusion, which we reached in the light of Mr. Ronning's first visit to North Vietnam in March of last year, has since been borne out in the official public statements of the Government of North Vietnam

I think the Committee might find it helpful, therefore, if I were to try to say something more about the North Vietnamese position on this subject as I understand it.

Position of North Vietnam

As the Committee is aware, the Foreign Minister of North Vietnam, in an interview with the Australian journalist Wilfred Burchett in January of this year, explained the position in the following terms :

If (the United States) really wants talks, it must first halt unconditionally the bombing raids and all other acts of war against the Democratic Republic of Vietnam. It is only after the unconditional cessation of United States bombing and all other acts of war against the Democratic Republic of Vietnam that there could be talks between the Democratic Republic of Vietnam and the United States.

I do not want to suggest to the Committee that this is the whole position of the Government of North Vietnam as regards a solution of the Vietnam conflict. As far as that is concerned, the Government of North Vietnam continues to stand by its four-point programme, which it regards as reflecting the fundamental principles and provisions of the Geneva settlement of 1954 and as representing the most correct political solution of the Vietnam problem. It is only in respect of finding a basis for bilateral contact between the United States and North Vietnam that the matter of the cessation of the bombing has been put forward as a prior and unilateral condition.

The question has been raised in some quarters as to whether, if there were a cessation of the bombing of North Vietnam, this would have to be permanent as well as unconditional. The Committee will note that in the passage which I have quoted from the interview given by the Foreign Minister of North Vietnam only the word "unconditional" appears. The same is true of a similar passage which occurs in President Ho Chi Minh's reply of February 15 to President Johnson. I am bound to say, however, that in other passages, both in the Foreign Minister's interview and in President Ho Chi Minh's message to President Johnson, the word "definitive" is used along with the word "unconditional" in setting out the requirements of the Government of North Vietnam on this subject. Furthermore, if there was any lingering doubt on this score, it was removed by the North Vietnamese representative in Paris in a conversation with reporters from the *New York Times* on February 22. In that conversation the North Vietnamese representative is quoted as saying that any cessation of the bombing which was not clearly labelled as permanent and unconditional would leave the threat of bombing intact and would thus constitute an unacceptable interference with whatever talks might then be in progress between the two sides. When he was asked how a distinction could in practice be drawn between a temporary and a permanent halt to the bombing, the North Vietnamese representative answered that the United States would have to declare at the outset that the halt was both permanent and unconditional.

There has also been some question as to whether Hanoi would require the

United States to accept its four-point programme before being willing to enter into any direct talks with them. On the basis of what Prime Minister Pham Van Dong told Mr. Harrison Salisbury at the beginning of January this year, I should judge the acceptance of the four points would not be regarded by North Vietnam as a pre-condition to such talks, although the four points would almost certainly figure prominently on any resulting agenda.

To summarize, therefore, the North Vietnamese position would appear to be as follows. If the United States ceases the bombing and all other military action against North Vietnam permanently and without condition, the Government of North Vietnam would be prepared to enter into direct talks with representatives of the United States. The further information we have suggests that such talks could be initiated within a reasonable interval after the cessation of the bombing, such an interval being presumably required by the North Vietnamese side to give effect to their argument that the holding of talks would not, in fact, be regarded as a "condition" of the cessation of the bombing.

U.S. Reaction

I think it is only fair that I should set out the United States reaction to this proposition, which I understand to be as follows : As regards the matter of talks, the United States Government would be prepared to enter into such talks with representatives of the Government of North Vietnam at any time and without any prior condition whatsoever. As regards the matter of a reduction in the scale of hostilities, the United States would be prepared to discuss such a reduction on a basis of some kind of reciprocity. What the United States is not prepared to do, so far as I understand it, is to discontinue for good what they regard as a significant aspect of their military activity in Vietnam in return for a mere undertaking on the North Vietnamese side to enter into bilateral talks.

Perhaps I should say something at this point about the recent series of proposals for putting a halt to the conflict in Vietnam which have been put forward by the Secretary-General of the United Nations. Some 13 months ago, the Secretary-General first developed a proposition which envisaged the following three steps : a cessation of the bombing of North Vietnam by the United States; a mutual de-escalation on the ground in South Vietnam by both sides; and a negotiation involving all the parties which are actually fighting in Vietnam, that is to say, including the Viet Cong.

As far as I know, the Government of North Vietnam does not object to the first and third points of the Secretary-General's proposal. To my knowledge, however, they do not accept the second point, which envisaged a mutual de-escalation in South Vietnam.

The reply of the United States to those proposals was made by Mr. Goldberg in the General Assembly on September 22. As I interpret that reply, it expressed the willingness of the United States to stop the bombing of North Vietnam as a prior and unilateral act on the understanding, which could be conveyed either

in public or in private, that there would be a measure of reciprocity on the other side within a given interval of time. The United States also reiterated at that time that they did not regard the problem of affording the Viet Cong an opportunity to make their views heard at any future conference as insurmountable.

New Proposals by U Thant

In the light of these reactions, the Secretary-General apparently decided that an adaptation of his proposals might be able to overcome the difficulties which the parties evidently had in accepting them in their original form. Accordingly, he discussed with representatives of North Vietnam in Rangoon, and subsequently formulated in writing, on March 14, an adaptation of his original proposals on the following lines : As a first step, there would be a general stand-still truce by all parties to the conflict; the parties directly involved in the conflict would then enter into preliminary talks, with or without the assistance of the Co-Chairmen of the Geneva Conference of 1954 and/or the members of the International Commission, the purpose of such talks being to reach agreement on the terms and conditions for reconvening the Geneva Conference; these preliminary talks would be followed by the holding of the actual conference, with the participation of all those who are actually fighting and with the object of returning to the essentials of the original Geneva settlement.

These revised proposals were accepted in their essentials by the United States. In signifying their acceptance on March 18, the United States pointed out, however, that they would expect the Government of South Vietnam to be appropriately involved throughout the entire process envisaged by the Secretary-General. They also implied that a stand-still cease-fire could not be automatically brought about without prior discussion, either directly by the two sides or through some other channel. The note indicated that the United States, for its part, was prepared to enter into such discussions without delay.

While I have not seen the reply made to the Secretary-General's proposals by the Government of North Vietnam, I understand that these proposals did not commend themselves to that Government to the extent that they appeared to place the United States and North Vietnam on the same basis, whereas it is the contention of the Government of North Vietnam that a distinction must be drawn between the United States as the "aggressor" and North Vietnam as the "victim of aggression".

Unilateral Initiative Proposed

It is my understanding that the Secretary-General still stands by the proposals he put forward on March 14. I also understand that he would not wish his more recent public comment on a speech by Senator Joseph Clark to the National Convention of Americans for Democratic Action to be regarded as representing a new proposal or appeal. In view of the great dangers inherent in the continuation of the present conflict, however, the Secretary-General appears to have

concluded that it might be necessary for his own proposals to be given at least initial effect by a unilateral initiative on one side or the other. And it was presumably with these considerations in mind that he gave his personal endorsement to Senator Clark's suggestion that the United States give a unilateral undertaking to put a stand-still cease-fire into effect and thereafter to fire only if fired upon.

As regards our own position I should like to say only this. We have maintained all along that the settlement of this conflict will require concession on both sides. I believe that this is a view which is widely shared, regardless of how the rights and wrongs of the Vietnam conflict are interpreted. In response to those who have asked the Government to dissociate itself from the bombing of North Vietnam by the United States, we have made it clear that we should, indeed, like to see the bombing stopped, but that we should also like to see the infiltration stopped, and that we should like to see negotiations looking towards the peaceful solution of this conflict begun. As I indicated to the House on April 4, it is from this general perspective that we endorsed the Secretary-General's proposals of March 14 and that we shall continue to judge all proposals which are aimed at putting a halt to the fighting in Vietnam.

As far as the Canadian Government is concerned, Mr. Chairman, it will continue to be the object of our diplomatic efforts to try to establish a basis on which the two sides might be brought together. There is, of course, no dearth of formulas for trying to do that. But the fact remains that the test of any such formula is its acceptability to both sides. This has been the experience of the Secretary-General; it has been our own experience; and it has been the experience of other countries which have tried to play a helpful part in this matter.

This does not mean, however, that any of those who have tried to lend their good offices to the parties intend to abandon this effort. Certainly, as far as Canada is concerned, I can assure the Committee that we have no intention of doing that. The question that arises is whether there is any new direction which it might be worth exploring in the hope that it might avoid the impasse which has apparently now been reached and which has brought us to the point where, for the first time in some 16 months, no new initiatives, either public or private, appear to be within sight.

Condition of Parity Essential

It seems to me that, in trying to bring this conflict to a halt, the same principle may be applicable which we have found, in practice, to be applicable to the process of general and complete disarmament. In essence, that principle is that there must be a condition of parity between the two sides at all stages of the process. That is to say, care would have to be taken to avoid a situation where either side is placed or considers itself to be placed in a position of relative disadvantage at any given stage.

Having that principle in mind, I wonder whether it might not be worth

while to take another look at some of the terms of the 1954 agreement. The core of that agreement lies in the conception of a cease-fire and a disengagement of forces. Surely, that is what we are seeking today as a matter of first priority. Would it be going too far to suggest that some thought might now be given to the possibility of discussing a stage-by-stage return to the Geneva cease-fire arrangements as a first step towards a more permanent settlement, which would necessarily have to encompass many other factors? Of course, the cease-fire arrangements are only one aspect of the Geneva settlement, and I recognize the difficulty of trying to persuade the parties to return to one aspect of the settlement in the absence of some preliminary understandings, at least as regards the basis on which the other, and more intractable, aspects of the settlement might be tackled in a subsequent negotiation. Accordingly, it may well be necessary to envisage a progressive re-application of the 1954 cease-fire terms as an agreed preliminary to direct discussions between the two sides and as something which would of itself help to create a favourable climate for such discussions.

Stages of Suggested Approach

If there were any merit in an approach on these lines, I could envisage it being carried out in four stages.

The *first* step should involve some degree of physical disengagement of the parties. This might be accomplished by restoring the demilitarized character of the zone on either side of the 17th Parallel by the withdrawal of all military forces, supplies and equipment from that zone, by enforcing a prohibition against any artillery action across the zone, and by barring any overflights of the zone except for purposes of impartial supervision. At the same time, it would be necessary to reactivate those provisions of the cease-fire agreement which prohibit either North or South Vietnam from being used for carrying-out of hostile acts against the other. In my view, this would, in equity, have to include the bombing and any other military action against North Vietnam, whether actually undertaken from South Vietnam or from some other point of origin.

Second, I think it would be necessary to freeze the course of military events in Vietnam at its present level. This might entail undertakings on both sides not to engage in any military activities which differed in either scale or pattern from the activities which are currently being engaged in. It might also entail the practical re-application, as from an agreed point in time, of those articles of the Geneva cease-fire agreement which prohibit reinforcement of troops or arms, munitions and other war material into North or South Vietnam from any source or quarter.

The *third* stage of such an approach would logically involve the cessation of all active hostilities between the parties, whether on the ground, at sea or in the air.

The *fourth* and final stage would complete the process of return to the

cease-fire provisions of the Geneva settlement. At that stage, provision would have to be made for the liberation and repatriation of prisoners, for the withdrawal of all outside forces whose presence in the area of conflict was not provided for at Geneva, and for the dismantling of military bases or their conversion to peaceful purposes.

I want to make it clear that I am not here putting forward a formal set of proposals. I have been concerned to sketch out one line of approach to ending the present conflict which seems practicable to me and which, in addition, has behind it the sanction of the Geneva arrangements, to which both sides have said that they continue to subscribe.

Any such approach, however, would clearly have to be acceptable to the parties concerned. I want to be perfectly frank with the Committee and say that, on present evidence, I am not very optimistic on that score. For while it is true that both sides are prepared to subscribe to the objective of a return to the Geneva arrangements, I am not so sure that they are at one in their interpretation of what that objective implies or as to the means by which it can best be achieved. In particular, of course, we cannot be unmindful of the position of the Government of North Vietnam, which is that they cannot accept any proposal which treats both sides on a basis of strict equity because this would ignore the factor of responsibility for the present conflict as they see it.

Special Role for Commission

There is one further point which I should like to leave with the Committee. We have said consistently that we regard a purely military solution of the conflict in Vietnam as neither practicable nor desirable. I should like to take that proposition one step further today and say this : On the basis of all the knowledge I have of the proposals that have been made and the initiatives that have been taken over the past 16 months, I am doubtful if it will be possible to solve the purely military aspects of this conflict without at the same time tackling the political questions which lie at the root of it. As I have already suggested, this applies to the approach I have outlined to the Committee as it would to any other approach to this issue.

Military and Political Aspects Interrelated

The simple fact is that these aspects are interrelated and that progress on one front may well depend on progress being made on the other. I am inclined to think that the recent experience of the Secretary-General bears out this impression. On the face of it, a stand-still cease-fire does not look as if it should involve any inordinate problems for either side if there were a willingness in principle to stop the fighting. On second thought, however, it will appear that such a cease-fire does pose problems for both sides to the point where one side cannot envisage such a move being made without prior discussion, if not negotiation, while the other cannot, apparently, see it being made at all in present

circumstances. It is my considered view that, apart from any possible military problems, there are political problems posed by this proposal which are such as to have a bearing on the terms on which the conflict may eventually be resolved.

The underlying political issue, as I see it, involves the ultimate political arrangements in South Vietnam and the willingness of others to allow those to be worked out by the South Vietnamese people without interference from any quarter. One aspect of this issue, of course, is the status of the Viet Cong. What is at stake here is not really their representation at any eventual conference table but the terms of their participation within the ultimate political structure of the country. These are the really crucial points which will have to be resolved and on which, I am afraid, the position of the parties are as far apart as ever.

Question of Reunification

It is clearly not for Canada, any more than for others, to prescribe to the South Vietnamese people how to order their affairs. I have made it clear that we regard a continuance of the present division of Vietnam into two communities as probably unavoidable for the time being, if only to allow the scars which have been opened by the conflicts of the past quarter-century to heal and for new dispositions to be agreed for the eventual reunification of Vietnam. It will be for the people in the two parts of Vietnam to decide how soon and under what conditions the first steps towards reunification can reasonably be taken. I am convinced that there is a basic desire for reunification in Vietnam, as there is in other divided countries. At the same time, it seems to me, on the basis of recent statements, that there is also a realistic appreciation on both sides that reunification is not something which is likely to be accomplished overnight.

Whatever the prospects of early progress toward actual reunification, I should hope that, once the hostilities have ceased, a basis can be laid for a genuine reconciliation between the two communities. I appreciate that this may not come about either quickly or easily. But I am sure there is much to be said for the early opening of channels which respond to the interests of the people of Vietnam on both sides of the temporary dividing-line. I have in mind, in particular, such matters as the reunification of families, the establishment of at least minimum facilities of communication, and the institution of commercial exchanges on a basis of mutual advantage. It is around such a nucleus of common interest that I believe the foundations for the eventual reunification can most securely be laid. And, if any international presence in Vietnam could lend its good offices in that direction, I should hope that this is something which could be explored.

I have already had occasion, at the outset of my presentation, to comment on recent constitutional developments in South Vietnam. We welcome these developments, which are likely to culminate in the election of a genuinely representative government before the end of the current year. We should like to think that, once the hostilities have ceased and a settlement of the present

conflict has been reached, the constitutional structure that is currently being evolved will be strong enough and flexible enough to accommodate all segments of the South Vietnamese people who are prepared to play their peaceful part in the political life of South Vietnam.

When I last spoke to the House, I said that we could see merit in proposals which are being made for the neutralization, in due course, not only of Vietnam but possibly of a wider area in Southeast Asia. I continue to think that such proposals may well offer a promising basis for political arrangements in that area. I think it important, however, that, whatever arrangements are ultimately arrived at, they cannot be imposed on the countries of the area against their will. They must be such as to reflect the genuinely-held preferences of these countries, based on an assessment, which each country can only make for itself, as to the course which is most likely to serve its own best interests and those of the area in which it is situated.

That, Mr. Chairman, concludes my review of the Vietnam situation. I cannot say that I assess the prospects in the short term any too hopefully. I say this because, so far, the simple formula which will bring the two sides together without raising other intractable issues has eluded all those who have tried. I can assure the Committee, however, that the Government remains committed to the search for a solution of this conflict. I am in close touch with the representatives of all countries which may be in a position to help in this matter — in particular, of course, our Commission partners, with whom we hope it will be possible to concert our efforts in the right circumstances. I am firmly convinced that there is a role which Canada will be called upon to play in Vietnam in one form or another, and we are now looking into the results of our experience over the past 13 years to determine how best we can play that role when the time comes.

Canada and NATO

The following statement was made to the Senate External Affairs Committee on March 15, 1967, by the Secretary of State for External Affairs, the Honourable Paul Martin :

... The situation in Europe, in the East as well as in the West, is changing. The requirement for a high level of collective defence, which no one could deny when Western Europe was vulnerable to Soviet political and military pressure, is no longer unquestioned. For the first time there is hope and even expectation that we can in time work out a peace settlement in Europe. In this changing situation, it is appropriate to ask ourselves whether existing international institutions — in this case NATO — are well adapted for the achievement of the tasks ahead and for the satisfaction of our interests and our objectives.

Canada's Interest in a European Settlement

In spite of the achievement of independence by many new nations in the past decade and the changes in international obligations which this and other developments have caused for Canada, Europe remains a primary focus of interest for us. Within Europe what do we seek? For my part, I believe it self-evident that our interest lies in a stable Europe whose internal difficulties will not constitute a threat to the peace of the world. This will require ultimately a German peace settlement and an end of the present division of Europe.

These aims will be difficult to achieve. There are no easy solutions when basic conflicts of interest have to be reconciled — the more so, when this process must take place against a legacy of suspicion fed by ideological difference, past ill-will and continuing world-wide rivalry. Solutions will take time, hard work and persistence. In the meantime, guided by a clear perception of final goals and of the genuine and major obstacles to be surmounted, we can and must take firm steps along the way. Among our immediate objectives I should include the improvement of East-West relations and, in particular, the establishment of better relations between the Federal Republic of Germany and the countries of Eastern Europe. These developments will help further reduce tension and promote the confidence essential to reaching a settlement — which will mean the end of the division of Europe.

These objectives are shared by our allies. NATO can, I believe, contribute significantly to their achievement. The requirement now is to decide what concrete steps should be taken. The last ministerial meeting in Paris in December adopted a suggestion, put forward by Canada in 1964, to study the future tasks of the alliance. I look to this study, which, it is hoped, will be completed in time for consideration at the ministerial meeting next December, to set NATO's

course for the future. Meanwhile, all members are seeking to improve East-West relations through bilateral channels.

In some quarters there is misunderstanding about the importance of the year 1969 for NATO. The impression is widespread that in that year the alliance will come to an end or that member states must formally recommit themselves to NATO or that the Treaty must be revised. None of this is true. The only significance of 1969 is that the North Atlantic Treaty provides that in that year, the twentieth anniversary of its ratification, it becomes legal for members to withdraw on giving one year's notice of intention.

Importance of the Alliance

There are some critics who consider that NATO, as an organization founded to resist possible Soviet aggression, is handicapped by its past and not equipped to promote a peace settlement. Others say that NATO is obsolete and no longer needed. Some even go so far as to argue that NATO's mere existence obstructs the movement towards a peace settlement.

It seems to me that, before reaching any conclusions, one has to consider the benefits which NATO provides.

First, NATO's combined military strength has deterred possible Soviet military or political penetration of Western Europe. At a time when relations with the U.S.S.R. may be slowly improving, the maintenance of effective deterrent forces is a form of insurance against the danger of an unexpected recurrence of Soviet hostility. Nor can we afford to overlook the fact that Soviet military power in Eastern Europe, far from being diminished, has over the years been augmented and perfected. This is a fact to be set on the scales in assessing how we should respond to the more forthcoming Soviet political posture. The Soviet Union's own actions suggest that they find no incongruity in combining military preparedness and political negotiations. Should we be any less flexible? Sure of our strength, can we not more confidently work to improve East-West relations? And has past experience not demonstrated that allied solidarity and strength have caused the development of Soviet interest in a European peace settlement?

It is true that the strength of the countries of Western Europe has grown enormously since the alliance was formed. Nevertheless, these countries together — let alone separately — could not match Soviet military power. I believe it significant that France, while withdrawing from NATO's integrated military structure, has indicated its intention of remaining in the alliance, even beyond 1969. Moreover, France, while it has required the withdrawal of United States and Canadian forces from French territory, has not advocated their withdrawal from Europe.

Secondly, I wonder if the Soviet and Eastern European leaders have not come increasingly to regard NATO as a stabilizing force in Europe. They may well look to NATO — and the Warsaw Pact for that matter — to prevent the

emergence of nationalist elements in Europe. Perhaps the clearest evidence of this approach appeared in some Yugoslav and Polish journals last year, when there was speculation that French action in NATO might lead to its break-up. These journals wrote apprehensively of such a development, showing concern that the countries of Western Europe would in such a circumstance develop their own national forces, which would not be subject to the constraints of international command. This would indicate, in spite of some continuing Soviet propaganda against NATO, that the Soviet and East European leaders increasingly regard NATO as a force for stability in a divided Europe. Nothing which the Soviet or Polish leaders said — or did not say — during my recent visit to Eastern Europe would contradict this impression. While emphasizing our interest in *détente*, I deliberately made clear to them our view that NATO had an essential role to play and that Canada would continue to contribute forces to it.

Thirdly, NATO has helped to restore the confidence of the peoples and governments of Western Europe which had been shattered by the experience of the Second World War. This has been achieved in spite of continuing dependence on the United States deterrent force which is fully admitted — even by France. The extent of this revived self-confidence was well demonstrated by the remarkable speed and effectiveness of the adjustment within the alliance to the French decision last year to withdraw from the integrated military structure.

But the situation in Germany in particular, because of its geographic location and the division of its territory, remains difficult. It is increasingly accepted and acknowledged within Germany that the Government must eventually reach understandings with its Eastern Communist neighbours. This will involve the German Government, now and in the future, in taking some difficult decisions. Obviously, the German Government cannot be forced into agreements with the countries of Eastern Europe. They must take the necessary decisions themselves. But is it not important, particularly at a time when there is a German Government which is prepared to act, that that Government should not be inhibited or restrained by concern for its future security? And will such action not be better understood and appreciated in Western Europe if Germany is acting within the framework of an alliance?

Finally, NATO has provided an effective framework for consultation and, if necessary, common action. This, of course, does not prevent bilateral activity by the members of the alliance. It does ensure that such action is understood and taken into account by one's allies. Thus my trip to Eastern Europe last autumn was undertaken for Canadian reasons. But I was conscious, at the same time, of playing a Canadian part in a larger effort to improve East-West relations.

We should not forget that NATO is an organization in which, over the years, 15 countries, spanning the Atlantic Ocean, have increasingly learned to consult together. This, in itself, is a significant achievement. The alliance is

proving to be a flexible instrument capable of adjusting to the requirements of the times. Its *raison d'être* may change and broaden, as the political tasks assume priority. But the Organization has shown itself capable of making the necessary adjustment. Does this not merit consideration in our assessment of the continuing value of this alliance?

Political Stake in Europe

There is another consideration which is often overlooked. NATO has, over the years, served in a tangible way to strengthen our connections with the countries of Western Europe. As a North American nation in a world moving toward continentalism, is it not in our national interest to develop every reasonable link — political, economic, military, social and cultural — with the countries beyond the Atlantic?

We had hoped when NATO was established that the alliance would become the nucleus of a political community linking Canada with the United States and with Europe. Had this happened, NATO might have served as the instrument for balancing our major international relationships. But this has not so far happened; and there is no evidence that any member of the alliance is ready to submerge national sovereignty in any supra-national political authority which would represent a true Atlantic Community. In this circumstance, where our national interest calls for the greatest possible links with the countries of Western Europe, are we not furthering this policy through active participation in NATO?

As a small illustration of this benefit which we derive from participating in NATO, the annual meetings of the NATO Parliamentarians Conference come to mind. This organization, which owes its origin to a former distinguished member of your Chamber, Senator Wishart Robertson, is to my knowledge the only institution which brings Canadian Members of Parliament together with colleagues from all of Western Europe to discuss common problems. I believe that the personal experiences which some of you had at these meetings will have brought home to you the significance and the importance of this connection.

Another line of argument which has recently gained some support in Canada is that Canadian military forces in Western Europe no longer have military significance and should, therefore, be withdrawn. It is certainly true that the European nations have built up their armed forces to the level where our contribution is relatively less important militarily than it was ten years ago. But does it follow that we could withdraw forces without provoking unintended consequences?

The North Atlantic Treaty and associated agreements provide that member states will not significantly reduce their assigned forces without the agreement of their allies. The allies recognize that members of the alliance may at some time or other have no alternative to reducing their commitments. But, in Canada's case, the normal arguments for a withdrawal of forces would not be persuasive. It is a major requirement for our forces. Our total defence budget

as a percentage of gross national product is, in fact, one of the lowest in NATO countries. The number of men in our armed forces as a percentage of population is likewise one of the lowest among NATO countries.

It would, of course, remain open to Canada to act unilaterally. But a unilateral decision to withdraw forces could have significant political consequences. It could start a chain reaction by exerting pressure for similar action on the governments of the other members of the alliance, which are just as concerned with the cost of providing defence forces. It could damage the fabric of co-operation. It could do harm to Canada's good name with its allies. It could cause our allies to ask themselves whether we were making a respectable contribution to maintaining security in the world.

I do not say that these considerations are necessarily of lasting validity. The Government is not insensitive to the argument that Canada's contribution should be made from bases in Canada. Indeed, Canada provides a battalion, which is stationed in Canada, to what is known as the ACE Mobile Force for use on NATO's northern flank. The day may come, with changes in technology or strategy, when it would be feasible and satisfactory to ourselves and to our allies to make our entire contribution from Canada. But, in the meantime, Canada, as a responsible member of the international community, cannot fail to take into account the political consequences of unilateral action to withdraw forces from Europe.

Type of Canadian Force

If one agrees that Canada should continue to make an appropriate contribution to NATO forces in Europe, it does not, of course, mean that the character or level of our present contribution should remain static. Obviously, our contribution must relate to changing requirements. If, for instance, it should prove possible to reach agreement on mutual reductions of NATO and Warsaw Pact forces, this could affect the level of Canadian and U.S. forces in Europe. This is not, of course, the only arms-control measure which we seek in Europe. Indeed, as I have already indicated, the Government will support efforts to improve East-West relations and to achieve disarmament agreements, thereby increasing our security in Europe and in the world.

The specific form of our contribution is under continuing review and has, in fact, changed significantly over the years. One example will, I think, suffice to illustrate my point. In the middle Fifties, Canada provided 12 squadrons of F-86 interceptor aircraft to NATO. These were replaced in the early Sixties by eight squadrons of F-104 aircraft, six squadrons of which had a strike role and two a reconnaissance role. This year, as a result of attrition, we are reducing the number of squadrons of strike aircraft from eight to six. At some time in the 1970s, all the F-104 aircraft will be "phased out". At the appropriate time in the future, the Government will have to decide what position to take on a "follow-on" aircraft.

It will be apparent that changes of weapons of the kind I have illustrated are of necessity gradual. First, each national contribution represents only a part of the total forces available to the NATO commanders, and adjustments in these contributions must be "phased" into the overall plan. Secondly, the expense of modern weapons is such that a commitment, once the equipment has been procured and the training completed, cannot lightly be abandoned in favour of another commitment requiring new equipment and training.

Summing-Up

I have appreciated this opportunity to discuss some of the considerations affecting the Government's policy towards NATO. It seems to me that these support the argument that the continuation of the alliance will actually facilitate progress toward an eventual European peace settlement and can, in the meantime, assist in the improvement of East-West relations. A recent European visitor to Ottawa with a profound understanding of European problems put the issue to me very clearly. "NATO is essential to us," he said. "What other organization links Europe and North America, brings Germany into an alliance relationship with the other nations of Western Europe, prevents France and the other larger European states from dominating their neighbours, and makes it possible for the Western European nations to treat on a basis of equality with the Russians?"

I have also outlined certain considerations which suggest that the withdrawal of Canadian forces from Europe could disturb the fabric of co-operation and hence prejudice NATO's ability to contribute to the development of the kind of conditions in Europe necessary in the long run for the achievement of a European settlement. The maintenance of appropriate Canadian forces in Europe also serves to increase our links with the countries of Europe, which are so necessary in a world moving toward continentalism. At the same time, I should remind you of what I have said about achieving mutual reductions of forces between NATO and Warsaw Pact countries.

I have indicated that the precise nature of our contribution to the alliance is under constant review. Our future commitment will take into account the relevance of that commitment to collective security and to the major political objective of a peaceful settlement in Europe.

Canada's Relations with Burma

THE Union of Burma, which became an independent state on January 4, 1948, has a population of over 24 million and covers an area of about 270,000 square miles (slightly larger than the province of Alberta). The present Revolutionary Military Government, which was established in March 1962 by General Ne Win, has pursued a policy of peaceful coexistence with all other countries and peoples, as stated last year at the United Nations by the Burmese Foreign Minister.

Although geography and commerce have not favoured extensive contact between Canada and Burma, relations between the two countries have always been cordial. Until 1948, Canada and Burma were linked as members of the Commonwealth. During the Second World War, about two dozen Canadian officers served in Burma with the British 14th Army and the 15th Indian Corps. Since Burmese independence these links have been strengthened through association at the United Nations and on the Eighteen-Nation Disarmament Committee.

Canada entered into diplomatic relations with Burma in July 1958, when Mr. Arthur Q. Menzies, who also served as Canada's High Commissioner in Malaysia, was accredited as Canadian Ambassador to Burma. In March 1962, he was succeeded by Mr. Charles E. McGaughey, who in turn was succeeded by the present ambassador, Mr. Bertram C. Butler. In February 1963, the first Burmese Ambassador to Canada, Mr. James Barrington, presented his credentials to the Canadian Government. Although he was also accredited as Burmese Ambassador to the United States, he was resident in Ottawa until 1965. The Burmese mission in Ottawa was opened in September 1963 by U Toe Lon, who has served as Burmese Chargé d'Affaires *ad interim* since Mr. Barrington relinquished his appointment in September 1965.

Generally speaking, Canada's direct bilateral relations with Burma have been limited to a fairly substantial economic assistance programme and a moderate trade.

Canadian Aid to Burma

In 1950, Burma, which was eligible to receive aid under the Colombo Plan, requested commodity, capital and technical assistance from other members. Canada, which is one of the major donor countries under this programme, responded by providing Burma with economic assistance in all three categories. Since 1950, including estimated expenditures for the fiscal year 1966-67, Canada has allocated a total of \$7,185,000 in economic assistance to Burma.

Canadian capital assistance to Burma has included \$1,790,000 towards the foreign-exchange costs of the Thaketa Bridge over the deep tidal Pazundaung River, which previously separated Rangoon from its thriving satellite town of



The Thaketa Bridge, a Canadian aid project in Burma, links the capital city of Rangoon with Thaketa, a major suburb.

Thaketa. The Thaketa Bridge, opened on February 8, 1967, is one of the largest capital-assistance projects undertaken by Canada in Southeast Asia. The Canadian contribution included the supply, from Canadian sources, of steel, construction materials, bridge machinery and some construction equipment, together with the service of Canadian engineers who designed the bridge and supervised its erection. All the Canadian aid for the building of this bridge was in the form of grants. The Burmese Government provided \$2,557,500 for the bridge, this sum being raised from counterpart funds obtained by the sale of Canadian gifts of wheat and wheat flour. Another aspect of the project in which Canada was involved was a training programme associated with the design stage of the bridge, when Burmese engineers were brought to Canada to work with their Canadian counterparts.

Other Canadian capital-assistance projects in Burma have included cobalt-therapy units such as the one supplied to the Rangoon General Hospital in 1961 at a cost of \$64,000.

Canada has not, however, limited its assistance to capital projects, but has allocated almost \$2 million towards technical assistance in order to train Burmese students in Canada and to send technical advisers to Burma. A total of 13 technical advisers have served in Burma. One, who has recently returned to

Canada, was a radio-therapy technician at the Mandalay General Hospital and helped to treat cancer patients with one of the Canadian cobalt-therapy units previously given to Burma and, at the same time, trained Burmese technicians in the operation of the unit.

A total of 189 Burmese students have been trained in Canada, 164 under the Colombo Plan and 25 under other auspices.

Canadian Trade with Burma

Since Burma became a Contracting Party to the General Agreement on Tariffs and Trade on July 29, 1948, Canada and Burma have conducted their trade on a most-favoured-nation basis. The volume of this trade almost doubled during 1966, Canadian exports to Burma surpassing \$1 million for the first time since 1962, when they reached \$1.3 million (exports to Burma in 1965 totalled \$671,000). Similarly, imports into Canada from Burma rose from a level of \$39,000 in 1965 to over \$105,000 during 1966.

In the years just prior to 1966, exports of bulk foodstuffs and industrial materials figured most prominently in Canadian sales to Burma. Major commodities exported consisted of wheat and wheat flour, asbestos, and structural shapes and steel piling. The past year, however, has seen a welcome increase in exports to Burma of Canadian manufactured goods. Exports of various types of industrial machinery and parts totalled \$347,000 in 1966, and other items, such as prefabricated buildings and structures, parts of wheel tractors, power boilers and parts, and passenger autos and parts, showed substantial increases. Imports into Canada from Burma consist mainly of exotic types of lumber (\$88,000 in 1966) and of logs (\$17,000).

Burmese Visit

As part of Canada's centennial celebration, the Governor General extended an invitation to His Excellency General Ne Win, Chairman of the Revolutionary Council of the Union of Burma, to pay a state visit to Canada. While unable himself to accept the Governor General's invitation, General Ne Win nominated Brigadier Tin Pe, Member of the Revolutionary Council and Minister of Trade and Co-operatives, as his representative. Brigadier Tin Pe, accompanied by Mrs. Tin Pe, is expected to arrive in Ottawa on May 9. During his stay in Canada, he will visit the Burmese Pavilion at Expo '67 and attend his country's national day there on May 11.

Canada and Finland

CANADA and Finland, both northern countries, are outwardly similar in many respects. Both are rich in lakes, heavily forested, sparsely populated in proportion to their area, and subject to cold winters with an abundance of snow. Their inhabitants pride themselves on being outdoor people and take particular interest in winter sports.

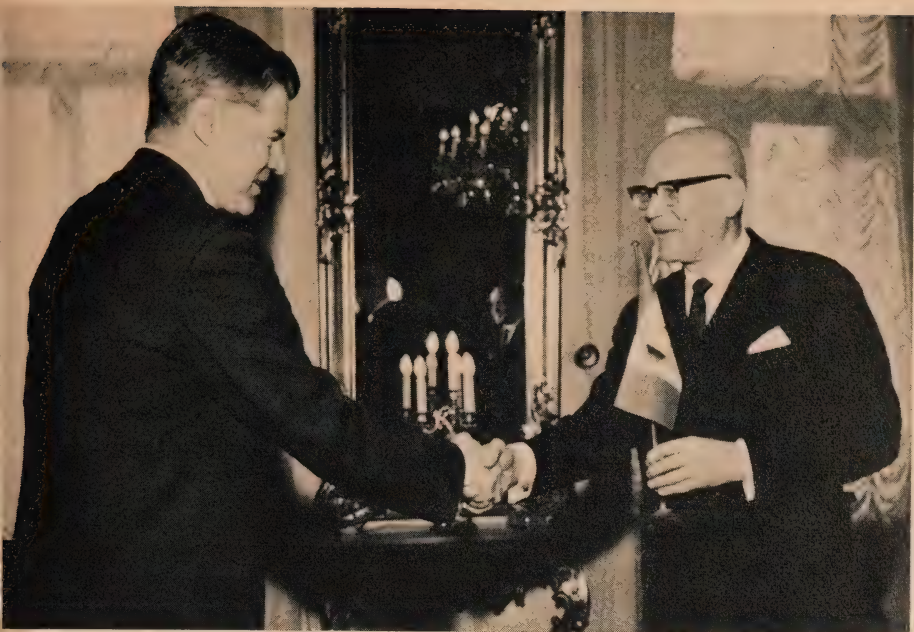
Another point of similarity between Canada and Finland is that both countries have two official languages. At present some 92 per cent of the population of Finland is Finnish-speaking and approximately 8 per cent Swedish-speaking — although, of course, many are bilingual. These two languages are much more unlike each other than French and English. Today, however, Finland's language problem has been, to a great extent, successfully resolved, although some 30 years ago it presented serious difficulties.

Partly because of the geographic and climatic similarities between the two countries, Canada has appealed to many Finns seeking a new life abroad. Finns settled on Vancouver Island as early as 1840. In 1867, when Alaska was sold to the United States, a considerable number of Finns who had been working for the Russian Government migrated southward. However, the arrival of Finnish settlers from Delaware in the late 1800s, to work on the Welland Canal, is generally taken as the beginning of Finnish immigration to Canada. The construction of the Canadian Pacific Railway also attracted many Finns to Canada.

At the time of the 1961 census, there were 59,436 persons of Finnish origin in Canada. Today it is estimated that this figure has increased to about 61,400. Most have settled in Ontario, particularly around the Lakehead, Sault Ste. Marie, Sudbury and Timmins. Considerable numbers have also settled in the Toronto area. British Columbia is the most popular province after Ontario. Many Finns are employed in Canada's forest and mining industries. Others are engaged in construction work, not to mention professions such as architecture and design, in which Finland enjoys a world-wide reputation.

Competitive Traders

Canada's geographic and climatic similarity to Finland has had a generally adverse effect on trade. The two countries have tended to be competitors rather than complementary trading partners. In 1966, goods valued at \$8.7 million were exported to Finland, while imports were valued at only \$2.4 million. Fox and mink furs, pig-iron, hardboard and fishing-gear were the most important items imported to Canada from Finland in 1965. Wheat, non-ferrous metals, foodstuffs and electrical equipment have constituted the most important recent exports from Canada. However, trade is small, as is illustrated by the fact that last year Canadian exports to Finland accounted for only half of one per cent of



The Canadian Ambassador to Finland, Mr. H. H. Carter (left), presents a table model of the Canadian flag to President Kekkonen of Finland.

Finland's total imports. West Germany, Britain, Sweden and the Soviet Union are Finland's most important trading partners.

Joint ventures between interested Canadian and Finnish groups have, however, developed from time to time. A recent example of this is the "European" project, which primarily involves a consortium of Finnish companies and the government of British Columbia. In accordance with an agreement signed last December, the Finnish consortium was given the right to exploit a two-million-acre forest area in the vicinity of Kitimat, B.C., on condition that a sulphate pulp mill would be developed on the site, and that it would produce at least 580 tons of pulp a day. By this agreement, Finnish industry became a participant in Canada's expanding pulp-and-paper industry.

Neutrality Policy

In the half century since its declaration of independence on December 6, 1917, Finland has been several times involved in war. The campaigns fought during the Second World War cost this small nation, the present population of which is about 4.6 million, 85,000 men killed and 220,000 wounded. In the past two decades an overwhelming majority of Finns have, in the determination to stay outside conflicts of interest between the great powers and to maintain good relations with all countries, favoured a neutralist foreign policy. The Peace Treaty of Paris, signed on February 10, 1947, strictly limited Finland's military forces. Another factor of great importance in Finland's recent foreign policy

has been the Treaty of Friendship, Co-operation and Mutual Assistance signed with the Soviet Union on April 6, 1948.

Finland has chosen to interpret this policy of neutrality in a positive manner and, like Canada, has undertaken to support the United Nations in those activities designed to facilitate the maintenance of world peace. As a member of the United Nations since 1955, Finland has been a contributor to all the United Nations Specialized Agencies. Finnish troops were provided for the United Nations force in the Suez area in 1956. Officers were sent for UN service to Lebanon and Kashmir. Finland, with Norway, was the first country to purchase UN bonds in 1962 to improve the United Nations financial situation, and in September 1963 the Finnish Government took action to establish a permanent stand-by contingent available for use by the United Nations in peace-keeping actions. More than 600 Finnish troops are currently in Cyprus as part of the UN force, and the present Commander-in-Chief of this force on the island, Major-General Martola, appointed on May 6, 1966, is a Finn. Moreover, Finland's membership in the Asian Development Bank, together with Canada and other countries, is an example of its determination to support those activities designed to improve the standard of living in less-developed parts of the world.

In 1920, Finland appointed an Honorary Vice-Consul at Port Arthur, Ontario. Three years later, a Consulate was opened in Montreal and, in 1924, an Honorary Vice-Consul was appointed in Toronto. The first (non-resident) Finnish Minister to Canada, however, presented his Letters of Credence only in January 1948; and in September 1949 the Canadian Minister to Sweden was dually accredited to Finland. In 1952 a permanent Canadian office under the direction of a resident foreign service officer was established in Helsinki, the Ambassador remaining in Stockholm. In March 1960 the Canadian Legation was raised to the status of an Embassy under a *Chargé d'Affaires*, with the Ambassador in Stockholm still retaining dual accreditation. In the same month, the Finnish Legation in Canada was raised to the status of an Embassy with the resident *Chargé d'Affaires* (the late Artturi Lehtinen) being named as Finland's first Ambassador to Canada. Early in 1961, a resident Canadian Ambassador was appointed for the first time in Helsinki.

These comparatively recent events indicate a continuous development in Finno-Canadian relations. The diversity of these relations is illustrated by recent visits to Finland by several Canadian Cabinet Ministers, by two squadrons of the Royal Canadian Navy, by the Boyd Neel Chamber Orchestra, by the Canadian Davis Cup team, by the National Hockey Team in 1965, and by the photographer Yousuf Karsh, to mention only a few.

President Urho Kekkonen visited Canada in October 1961. The Prime Minister of the present coalition Government of Finland, Mr. Rafael Paasio, will come to Canada late in August 1967 in connection with the celebration of the centennial year. August 29 has been set aside as Finland's "national day" at Expo '67 in Montreal.

Canada and the Council of Europe

IN JANUARY 1967, Mr. D. S. Macdonald, Parliamentary Secretary to the Secretary of State for External Affairs, accepted an official invitation to attend and address the Consultative Assembly of the Council of Europe in Strasbourg. The presence of Mr. Macdonald, the first Canadian Parliamentarian to address the Council of Europe, reaffirmed the importance Canada places on maintaining the closest ties with the old world, source of virtually its whole racial, political and cultural patrimony. Equally, it was a tribute to the new Europe's vitality, fruit of the efforts of many far-sighted individuals who laboured throughout the 1950s to reconstruct from the wreckage of war a dynamic group of nations moving steadily toward larger and more rational units based on co-operative enterprise and moved by the idea of "one Europe".

Canada's share in this process of reconstruction was in keeping with its continuing deep concern and involvement with Europe in many spheres, at many



Mr. D. S. Macdonald, Parliamentary Secretary to the Secretary of State for External Affairs, addresses the Consultative Assembly of the Council of Europe in Strasbourg.

levels. In his address to the Assembly, Mr. Macdonald acknowledged this fact and described the key role that contemporary Europe's creative dynamism could play in future throughout the developed as well as the developing world. He said in part :

"Canadians are North Americans by force of geography and by three centuries of striving and taking root in a vast wild land they have made their own. Yet we are tied to Europe by history, language and population and by myriad links and exchanges in every field. Our people have come from all over Europe. They have lost none of their respect and affection for their countries of origin. Our two major population groups in particular retain special links of culture and sentiment with two great European countries represented in this Assembly As North Americans in whose lives the spirit of Europe is a daily reality, we Canadians appreciate and share in that combination of identity and difference which characterizes North America's relations with Europe, that peculiar mixture of brotherhood and rivalry which constitutes our Atlantic experience.

Economic Links

"Ours is a huge country, advanced but still very much developing, which requires maximum domestic investment efforts as well as all the foreign investment possible to finance its development. Given our location and the massive economic importance of the United States, our economic relationship with our closest neighbour is of major significance to us and is likely to remain so. Nevertheless, neither in economic nor in political terms is it desirable for Canada's economy to be confined within the North American area. We in Canada are fully aware that, unless we maintain far-flung trade and economic relations, our proximity to the United States and its importance to us as a market and as a source of investment could pose serious problems for Canada's continued economic and political independence. You will appreciate why we have been seeking to expand our trade on a transatlantic and transpacific basis and how much importance we attach to continued and developing trade with your countries.

"I need hardly add that European investments is more than welcome in Canada. Our general approach in matters of international commercial exchanges has been in the direction of freer trade. We have worked to this end over many years in GATT. Similarly, we are working and hoping for a meaningful and successful 'Kennedy round' negotiation, which will serve the interests of Western Europe and North America alike and those of the developing countries. In the same spirit, we have already begun to look beyond this negotiation to other means of stimulating continued progress in this direction. We hope that the same general spirit will prevail in Europe and that regional economic groupings will adopt policies calculated to expand world trade further and to encourage the process of liberalization among all countries.

Defence Associations

"Hundreds of thousands of Canadians have fought and died for their country on European battlefields, and Canada retains, willy-nilly, a vital stake in the military equilibrium of this continent and also a legitimate interest in an eventual settlement of the major European issues. Canada's continued contribution to the European military balance has been within the context of the Atlantic alliance. While not all countries here represented belong to this alliance, nobody can fail to appreciate the serious attempt it is making to adapt itself to changed circumstances and the major effort its members are making to stimulate *détente* and increased exchanges with Eastern Europe Along with the vast majority of Western European countries within or outside the alliance, we look forward to breaking down gradually the siege mentality of that 'other Europe' and to developing with it increasingly significant exchanges in commercial, cultural and other fields. In the meantime, Canada will continue to make its contribution, through the alliance, to the stability of Europe and to efforts to assure this stability by means of a viable political settlement.

Europe's Future Role

"Let me say that we are astounded at the youth of this new Europe, which we used to call 'old'. Ruined by war, outstripped by the giant powers of the post-war world, Europe has shown incredible vitality, dynamism and inventiveness. In the economic field, the efforts of individual nations and various groups of countries have already achieved impressive results since the war. Yet one has the impression that the process is but a beginning of greater things to come and that the possibilities for European economic, technical and scientific co-operation are almost limitless. Similarly, in a multiplicity of ways and organizations, notably the Council of Europe, the countries of Western Europe have been developing their co-operation in a pragmatic and purposeful way. This new Europe has many faces, carries many hopes and possibilities, but one thing is certain — a new Europe is in the making, slowly but surely.

Canada and Europe

"In its remarkable history of friendly relations across an undefended border with a giant neighbour, Canada has managed to retain a sense of national identity and to find for itself a useful role in world politics, thanks in part to its continuing links with Europe, traditionally with Britain and more recently with France and other European countries. In addition to these bilateral relationships, which retain all their emotional and political significance, Canada is now acutely interested in Western Europe as a whole and in its evolution toward greater cohesion and its search for a new identity in keeping with the scale of the modern world. We Canadians welcome the development, for it is in keeping with our own traditional and instinctive reliance on a certain balance in our external relations. We who have developed a whole web of relationships

with this continent wish to see Europe strong, prosperous and united. To the extent that the transformation of Europe may compel a change in our relations, we in turn shall look to you to help us preserve, and, indeed, increase, the substance of our age-old ties. Whatever may be the final outcome of this process, Canadians fervently hope and believe that Europe will seek its fulfilment in close Atlantic co-operation and understanding. Surely the new Europe will find sufficient unity, strength and self-assurance to give practical expression to its lasting community of interest with North America. European memories of American isolationism being what they are, I cannot believe that Europe could, in its turn, become closed upon itself. On the contrary, I am confident that the bold spirit that has led so many countries on this continent to think in terms of European as well as of national interest will go on to foster an 'open' attitude to the rest of the world — an attitude of solidarity toward North American countries, a spirit of *détente* and reconciliation toward the states of Eastern Europe, and a sense of deep responsibility with regard to the under-developed countries of the non-aligned world."

European Communities Day

Tangible evidence of Canada's interest in European developments has been the designation of September 10 as "European Communities Day" at Expo '67. Invitations to attend have been sent to the three Commission Heads: Dr. W. Hallstein, President of the Commission of the European Economic Community; M. Pierre Chatenet, President of the Euratom Commission; and M. Coppé, President of the Commission of the European and Steel Community. The Communities pavilion will portray the general progress made toward a united Europe (with emphasis on such cultural aspects as multilingual schools), as well as the specific economic achievements of the Common Market.

Also expected to be part of the delegation are several members of the European Parliament, the assembly of the Common Market, who plan to meet with Canadian colleagues. Contact was established in February when the Secretary-General of the European Parliament, Mr. Hans Nord, paid an official visit to Ottawa and called on the Speaker of the House of Commons.

Canada Aids Flood-Devastated Italy

THE implementation of the special Canadian Flood Relief Programme to Italy which was set up by the Canadian Government in co-operation with private Canadian organizations following the flood disaster of November 1966 is now well under way. The Secretary of State for External Affairs, the Honourable Paul Martin, announced recently that 860 Holstein-Friesian cattle, worth \$550,000, were being shipped to Italy to replenish the stock which drowned or had to be slaughtered as a result of the floods, the worst peace-time disaster in Italy's history. Much of the country was inundated, and Italy lost altogether 150,000 cattle, the replacement of which the Italian Government considers one of its most urgent and pressing tasks.

Under the Canadian Government's relief programme, 630 cattle, worth \$400,000, have been sent to Italy and 230 more head, valued at \$150,000, have been provided by the Canadian Flood Relief for Italy Organization.

The cattle have been purchased mainly in Ontario and Quebec, where the largest number of Holstein farms are located. Other cattle came from Western Canada, particularly from British Columbia and Alberta, as well as from the Atlantic Provinces. Purchased under the general direction of the Holstein-Friesian Association of Canada, they have been shipped to Italy on board the M/S *Ceres*. A ceremony will be held on their arrival in Genoa.

The Italian Department of Agriculture will take charge of the cattle and distribute them, in herds of up to eight head, to individual farmers in the provinces of Treviso, Venezia, Padova, Udine, Firenze, Pisa and Grosseto, where flood damages has been most severe.

The provision of cattle valued at \$400,000 is part of the total of \$500,000 donated by the Canadian Government to help Italy recover from this major national disaster. The remainder will be devoted to the restoration of art treasures.

Diplomatic Relations Between Canada and Roumania

A DELEGATION led by Mr. George Macovescu, the First Deputy Foreign Minister of Roumania, visited Ottawa during March 1967 to discuss bilateral relations between Canada and Roumania. As a result, the two countries agreed to establish diplomatic relations. On April 3, accordingly, the Honourable Paul Martin, Secretary of State for External Affairs, and Mr. Macovescu signed on behalf of their respective governments an exchange of letters establishing diplomatic relations. For the time being representation will be the responsibility of non-resident ambassadors.

Mr. Martin expressed the hope that this step would speed the solution of various problems involving Canada and Roumania and so contribute to better relations between the two countries.



Mr. George Macovescu, First Deputy Foreign Minister of Roumania and head of the Roumanian delegation visiting Canada (left), and the Honourable Paul Martin, Canada's Secretary of State for External Affairs (right), at the ceremony in Ottawa during which an exchange of letters was signed establishing diplomatic relations between Canada and Roumania.

(Photo Lehtikuva)

Comprehensive preliminary discussions were also held concerning the prospects for trade between Roumania and Canada, and it was agreed that the talks should resume at a time and place to be set later. There was exchange of views concerning international problems of interest to both countries.

At the signing ceremony, which was attended by the delegations of Roumania and Canada, Mr. Martin made the following remarks :

“Like your Government, the Government of Canada firmly believes that opportunities to lessen the differences and tensions which often separate countries of different social systems are open to those who are willing to sit down together to discuss ways of achieving practical and mutually advantageous solutions to existing problems. This mutual desire on the part of our respective governments has borne fruit in the agreement we have signed today and I am sure that today’s agreement will be only the first of many steps in the further development of close relations between our two countries.

“I should also hope that the spirit of goodwill which has brought about today’s agreement could be duplicated more often in the international sphere, where so many problems remain unresolved. In this respect, I firmly believe that countries such as ours have a positive contribution to make in the achievement of world peace and it behoves us to take up the challenge and exert every possible effort to achieve that goal.”

Collective Bargaining in the Public Service

THE Public Service Staff Relations Act came into force on March 13, 1967. Introducing collective bargaining into the Public Service, it represents one of the most important developments in the history of the relations between the Canadian Government and its employees.

For many decades, Public Servants had virtually no say in determining the terms and conditions of their employment. Indeed, their role has been compared to that of a petitioner, occasionally successful in presenting a brief. By the mid 1950s, however, a clear consensus had developed among the Public Service employee associations in favour of collective bargaining and, for the next ten years, the Government of Canada was under growing pressure to make it available to its employees. In 1963, the Government committed itself to the introduction of a system of collective bargaining and arbitration. Moving quickly, it established a Committee headed by Mr. Arnold Heeney to develop the necessary legislative proposals. The Committee's report, submitted in July 1965, formed the basis of the draft collective-bargaining legislation introduced into Parliament the following spring. After modification by a special joint committee of the Senate and the House of Commons, the bill was approved by both Houses and came into force on March 13, 1967.

It was clear to Mr. Heeney's Committee at the outset that, if collective bargaining was to function effectively, a new and simpler system of job classification and pay would have to be introduced. The old system, introduced in 1919, was too cumbersome to provide a logical framework for bargaining rights or the negotiation of pay-rates. It did not enable the Government to respond flexibly to changes in outside rates of pay while retaining the necessary relation of rates between jobs within the Service. The task of introducing a new classification system, which began in 1965 on the recommendation of the Committee, is expected to be completed next year.

Role of Treasury Board

In order that collective bargaining may function effectively, it has also been necessary to establish a central management agency. The Treasury Board was chosen for this role, and has been given the necessary powers by the Financial Administration Act, which also came into effect on March 13. Under the terms of this legislation, the Board will be authorized to act for the Government, subject, of course, to the Government's direction, on all matters relating to personnel and financial management, general administrative policy and the organization of the Public Service. It will also serve as the principle agent of the Government in the collective bargaining process and will be authorized to establish rates of pay, hours of work and other conditions of employment.

Certain of the powers granted to the Treasury Board by the Financial Administration Act were exercised previously by the Civil Service Commission. Consequently, a third bill, called the Public Service Employment Act, providing for their transfer to the Board, was passed and came into force on March 13 to replace the old Civil Service Act. Under its terms, the Public Service Commission, as it is now called, will be responsible for staffing the Public Service with qualified personnel. Other responsibilities include the creation of a variety of training and development programmes and the provision of certain advisory services.

Taken together, the reclassification programme and the three measures, which have some roots in the recommendations of the Royal Commission on Government Organization as well, represent one of the most dramatic changes ever to take place in the legislation governing the Public Service.

Role of Employee Associations

The introduction of collective bargaining into the Public Service is also making increasing demands on employee associations. To meet the challenge, two of the largest — the Civil Service Association of Canada and the Civil Service Federation of Canada — merged in January of this year to form the Public Service Alliance of Canada. Other associations also have stepped up their activities. Foreign Service Officers from the Department of External Affairs and the Department of Trade and Commerce have responded by forming their own organization — the Professional Association of Foreign Service Officers. While Foreign Service Officers are likely to be represented by this association, many of the remaining Department of External Affairs employees may be represented during the first round of negotiations by the Public Service Alliance or the Professional Institute of the Public Service of Canada.

Negotiations will begin in late May or early June between the Treasury Board and the representatives of the first groups of Public Servants to become eligible to bargain collectively. They will continue with the representatives of the remaining groups during the balance of the year and on into 1968. The contracts signed will be for a two-year period and will spell out many of the terms and conditions of employment of the employees on whose behalf they are signed. By law, bargaining units must, during the first round of negotiations, be based on occupational groups, so that most of these units will represent one type of employee on a Service-wide basis.

Grievance Procedures

Under collective bargaining, Public Servants, through their associations, will have a much greater say in determining the terms and conditions of their employment. The grievance procedure, which the Act requires each Department and Agency to set up, will ensure that employees' complaints receive a full hearing, if they wish, at the highest level. Disputes concerning the interpretation

of collective agreements and arbitral awards or disciplinary actions by the employer may in certain instances be referred to arbitration or adjudication, an arrangement which provides a further guarantee that the rights of employees and their associations will be fully protected. The independent Public Service Staff Relations Board, established by the Act, is responsible for seeing that both parties to collective bargaining comply with the requirements of the Act.

To be sure, the introduction of collective bargaining into the Public Service will pose a considerable challenge to the resourcefulness of employer and employee alike. The Department of External Affairs and its employees, nearly half of whom are located at more than 70 posts around the world, will be faced with a number of particularly acute problems. However, the rewards in improved employer-employee relations will more than justify the effort that will be required of both sides.

External Affairs in Parliament

Tribute to Chancellor Adenauer

At the opening of the April 25 sitting of the House of Commons, the Speaker, the Honourable Lucien Lamoureux, spoke as follows :

May I on behalf of all Hon. Members pay tribute at this time to a great statesman of modern Germany, former Chancellor Konrad Adenauer, whose memory was honoured today at a state funeral in Cologne Cathedral attended by dignitaries of many nations, and at which Canada was represented by the Secretary of State for External Affairs.

In many places throughout the world people will be paying homage today to a life long and rich in accomplishment. The Right Hon. Prime Minister, on behalf of Canada, has already conveyed to Chancellor Kiesinger the assurance that we in Canada will remember Dr. Adenauer as a firm and resolute ally of the West, who led his country to reconstruction and rebirth, as a friend who led Germany to membership in the Atlantic alliance and to a prominent place in the European movement. Today the constructive role that the Federal Republic of Germany plays in world affairs is the legacy that Dr. Adenauer has left his country in a few short years.

These are his accomplishments, and they will have earned him a special place in the history of our century. We extend our sympathy to our German friends at a time of national loss, and particularly to our parliamentary colleagues in the Federal German Bundestag.

FORTHCOMING CONFERENCES

UN General Assembly, fifth special session : New York, April-May

World Health Assembly, twentieth session : Geneva, May 8-28

ECOSOC, forty-second session : New York, May 8 — June 2

Diplomatic Conference on Maritime Law : Brussels, May 16-27

Resumed ENDC : Geneva, May 18

UNCHR Executive Committee : Geneva, May 22-30

International Labour Conference, fifty-first session : Geneva, June 7-29

UNICEF Executive Board : New York, June 12-22

NATO Ministerial Meeting : Luxembourg, June 13-14

UNDP Governing Council, fourth session : Geneva, June 12-30

Canada-U.S.A. Ministerial Committee on Trade and Economic Affairs : Montreal,
June 20-22

ECOSOC, forty-third session : Geneva, July 11 — August 4

UNCTAD, fifth session of the Trade and Development Board : Geneva, August 15 —
September 8

UN General Assembly, twenty-second session : New York, September 19

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. G. J. Bourgeau appointed to the Department of External Affairs as Personnel Administrative Officer 2, effective March 23, 1967.
- Mr. P. R. W. Johnston appointed to the Department of External Affairs as Personnel Administrative Officer 2, effective March 23, 1967.
- Mr. W. P. McLeod posted from the Canadian Consulate, Detroit, to the Canadian Embassy, Rio de Janeiro, effective March 24, 1967.
- Mr. G. C. Foley posted from the Canadian Embassy, Rio de Janeiro, to the Canadian Consulate, Detroit, effective March 25, 1967.
- Hon. L. Chevrier, High Commissioner for Canada in London, appointed Commissioner-General for Visits of State 1967, effective March 30, 1967.
- Mr. W. R. Campbell posted from Ottawa to the Canadian Consulate General, New Orleans, effective March 30, 1967.
- Mr. G. F. Stubinski appointed to the Department of External Affairs as External Affairs Officer 2, effective April 1, 1967.
- Miss J. E. Munro posted from Ottawa to the Canadian Embassy, Moscow, effective April 4, 1967.
- Miss B. M. Meagher, High Commissioner for Canada to Kenya, accredited to Kampala, effective April 6, 1967.
- Miss A. C. Szlazak appointed to the Department of External Affairs as Foreign Service Officer 2, effective April 10, 1967.
- Mr. J. A. Donald appointed Canadian Consul, Budapest, effective April 18, 1967.

TREATY INFORMATION

Current Action

Bilateral

Bulgaria

Protocol to extend the Trade Agreement between Canada and the People's Republic of Bulgaria signed on October 8, 1963, for a period of three years to be effective from October 8, 1966 (with related notes).

Signed at Ottawa April 26, 1967.

Entered into force provisionally April 26, 1967.

France

Agreement between the Government of Canada and the Government of the French Republic concerning application of the Canada Pension Plan to locally-engaged employees of the Government of the French Republic in Canada.

Signed at Ottawa April 14, 1967.

Entered into force April 14, 1967.

Roumania

Exchange of letters between the Government of Canada and the Government of the Socialist Republic of Roumania concerning the establishment of diplomatic relations. Ottawa April 3, 1967.

Entered into force April 3, 1967.

United Kingdom

Agreement between the Government of Canada and the Government of the United Kingdom of Great Britain and Northern Ireland for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes in income and capital gains.

Signed at Ottawa December 12, 1966.

Entered into force March 23, 1967.

United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning tolls on the St. Lawrence Seaway and the application of a lockage fee on the Welland Canal.

Ottawa March 31, 1967.

Entered into force March 31, 1967.

EXTERNAL AFFAIRS

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New Dimensions in Canadian Foreign Policy

A SPEECH BY THE HONOURABLE PAUL MARTIN, SECRETARY
OF STATE FOR EXTERNAL AFFAIRS, AT THE UNIVERSITY
OF NEW BRUNSWICK ENCAENIA, MAY 16, 1967

... The expansion in size, number and complexity of our universities is, in part, a reflection of Canada's growing population, wealth and stature. It is also a reflection of the changing world we live in.

I can see similar factors at work in my own field of external affairs, as our relations with other countries have become wider in scope and increasingly complex. A century ago, at the time of Confederation, it was assumed that Britain would conduct foreign relations on Canada's behalf. Such an arrangement could have been possible only in an age when the subject matter of international affairs was limited to a few major issues, such as trade and preservation of peace. In approaching these issues, it was arguable that the advantages of close association with the imperial power outweighed the disadvantages of having the country's foreign policy determined and executed by a government which might be amenable to Canadian advice but in which Canadians were not represented.

Assumption of Foreign Policy Responsibilities

As the relation between foreign policy and the country's domestic interests became closer, and was more clearly perceived, Canadians realized the importance of assuming responsibility for the conduct of their own foreign relations. By a gradual process, in which English-and French-speaking statesmen of both historic parties participated, Canada achieved the right to negotiate and sign treaties, exchange diplomatic representatives, and join international organizations on its own behalf. The royal prerogative powers in respect of foreign affairs had been exercised in 1867 on the advice of Her Majesty's British ministers. Within the next 60-year period, they came to be exercised, so far as Canada was concerned, solely on the advice of the Federal Government of Canada.

For almost half a century Canada has had an established international personality and a respected place in the world community. We are active members of the United Nations and a host of other international organizations. Through direct or multiple accreditation, we conduct external relations with some 108 countries. The growth in Canada's representation abroad is impressive in itself, but the changing content of international relations is even more striking.

The themes which were dominant a century ago remain, but even these are increasingly complex. Foreign trade, for example, now involves not merely bilateral negotiations between countries but active participation in the General

Agreement on Tariffs and Trade, the OECD and other international agencies. Our concern for the preservation of peace has led us not just to participate in NATO, an organization for collective security, but to attempt, through the United Nations, to substitute collective diplomacy for war as an instrument for settling disputes.

Area of Foreign Policy Broadens

We are involved today in a variety of international activities which used to be only marginally related to traditional foreign policy, or which, like the control of civil aviation or international co-operation in the peaceful uses of atomic energy, simply did not exist. We now attend international conferences or conclude bilateral agreements on such varied subjects as racial discrimination, economic development and cultural exchanges. In formulating Canadian policy, we must attempt to derive the maximum benefit for all Canadians from the possibilities which our international contacts open to us. We must mobilize the resources of all Canada in order to make a positive contribution to the welfare of other countries.

The formal Canadian constitutional document, the British North America Act, was not, of course, written with any such development in mind. As I have mentioned, the Federal Government now has the responsibility for the conduct of external affairs. But the Federal Parliament, as a result of a decision of the Judicial Committee of the Privy Council, is unable to legislate to implement treaties if the subjects they deal with are those reserved to the provincial legislatures under the British North America Act. A number of subjects which are reserved to the provinces, and which were considered a century ago to be primarily of local concern, are now recognized as matters for international discussion or negotiation.

In having the central government bear the sole responsibility for the overall conduct of foreign affairs, Canada follows the pattern adopted by all federal states with which I am acquainted. I do not think it is necessary for me to explain at length the legal reasons why this should be so. The power to negotiate and conclude formal agreements with other countries is, of course, the prerogative of an independent sovereign state. If individual constituent members of a federal state had the right to conclude treaties independently of the central power, it would no longer be a federation but an association of sovereign powers.

Federal-Provincial Co-operation

It is true that we are in the minority among federal states in having the constitutional ability to make treaties separated, in certain fields, from the ability to implement them. A study of the actual practice followed in other federal states in coping with the new dimensions of international relations shows that this anomaly is more apparent than real. Even those central governments which,

in constitutional theory, could implement treaties without consultation have tended to be very cautious about using their power. In Canada we have always had to proceed on the basis of co-operation between the federal and provincial governments. Where a treaty can be implemented through federal action or establishes a framework for co-operation between two countries, the Federal Government has, of course, been able to act on its own. For many years however, we have consulted the provinces about treaties which would require provincial legislative or other action in order to be implemented. I have mentioned that only the Federal Government can make treaties. It is also the case that only the Federal Government can accredit delegations to international organizations. Only sovereign states can as a rule belong to international organizations. No such body has accepted separate representation by the constituent members of a federal state. The sole exception, to my knowledge, is the participation of Byelorussia and the Ukraine in the United Nations, which was a result of the postwar political settlement and has not established a precedent for other countries or organizations.

The reasons are simple.

If provinces were entitled to become members of an organization such as UNESCO, in which many are interested, there could be as many as 11 separate delegations from Canada at its conferences. They might have 10 per cent of the votes, even though Canada pays only 3 per cent of the UNESCO budget. And if Canada were given this privilege, what of the United States, which could claim 51 seats? UNESCO could have several hundred members.

Secondly, there has been a growing tendency for international organizations, when concluding agreements, to specify that their provisions shall apply to all parts of federal states without any limitations or exceptions. They have made the state concerned responsible for harmonizing the interests of its component parts. In face of this tendency, they would be unlikely to agree that a country could splinter its participation, with some parts favouring an agreement and others expressing reservations or objections directly at the conference table.

Lastly, many problems which arise at organizations such as UNESCO are not directly related to education or culture but to matters of general foreign policy. UNESCO conferences have, for example, discussed the problems of Communist China or *apartheid*. Obviously, the provinces cannot take an independent stand on issues of this nature in international forums so long as they remain part of the federation. It is conceivable that on such matters some Canadian provinces will vote one way and others in an opposite way? Instead of one Canada in the world, there would be a number of entities with different foreign policies. This approach to Canadian representation in international organizations would, therefore, involve the dissolution of Canada as a single state and the creation of a series of smaller states.

In Canada, we permit and even encourage different approaches to certain problems among the various provinces or between the provincial and federal

governments. This has always seemed to me healthy. The essence of our federal system is that our various governments can respond to the needs of the people they serve according to the way they think best. But I do believe that in looking outward, and approaching the international community, we should try to achieve a unity of purpose, and not simply export our differences. What may appear at home to be a healthy diversity of views may seem to strangers to be evidence of a dangerous degree of disunity.

ILO Example

There is a simple and sensible approach to ensuring that provincial interests are taken into account in relation to Canadian participation in international organizations. I might use Canadian participation in the International Labour Organization as an example. . . . As labour is a field of direct concern to both the federal and provincial governments, we have for many years included provincial officials as advisers on the government delegation to the annual conference of the ILO and have, in addition, invited provincial governments to send their ministers of labour or senior officials as observers. In developing the Canadian position before each conference, the federal authorities have discussed with the provinces those matters likely to arise which would interest them, and have sent relevant documentation to them. In 1964, the Federal Government consulted the provinces to seek their support for the ratification of the convention against discrimination in employment, the provisions of which fell within both the federal and provincial jurisdictions. Since then, two more conventions of this sort have been ratified, after federal-provincial consultation, and studies are in progress about the possibility of ratifying others. As a result of this approach, Canada has a record which compares favourably with that of other federal states in signing and ratifying ILO conventions requiring action at the provincial as well as the national level.

We are always considering how such arrangements can be improved. We are also studying the extent to which these or different methods can be adopted to broaden and strengthen the participation of provincial governments in the work of Canadian delegations to other international conferences. In recent years, a growing pattern has emerged of having provincial representatives included in Canadian delegations to a wide variety of international conferences. Last year, for example, the delegation sent by the Federal Government to the annual conference on public education held in Geneva under the auspices of UNESCO and the International Bureau of Education included representatives of Canadian education whose names were suggested by the standing committee of ministers of education of the provinces. This has been done in a manner which is consistent with the Federal Government's overall responsibility for the conduct of the country's foreign policy, and it increases the benefit which all Canadians gain from the work of these organizations.

UN Human Rights Covenants

I mentioned earlier that we had been consulting the provinces about international agreements which required action on their part in order to be honoured. As an example of how this is done, I might refer to the United Nations Covenants on Human Rights.

One of the principal purposes of the United Nations is, in the words of its Charter, "to achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion". In December 1966, the United Nations General Assembly adopted the International Covenants on Human Rights. The Canadian Government voted for the Covenants because we support their purpose, which is to give effect by means of the binding obligations of international treaties to the principles embodied in the United Nations Universal Declaration of Human Rights, adopted in 1948. We are now, in consultation with the provinces, considering the implications of ratifying them.

The first Covenant concerns economic, social and cultural rights. Many of its provisions relate to matters which fall largely within the sphere of the provinces, but others, such as those dealing with conditions of work or standards of living, are also the responsibility of the Federal Government. The second Covenant, on civil and political rights, largely pertains to the federal field, but the rights to liberty and security or the equality of men and women, for example, also require action by the provinces.

The Covenants quite reasonably specify that a federal state which chooses to ratify them cannot subsequently claim to be exempt from carrying out their provisions because of conflicting domestic jurisdictions. They therefore provide an excellent example of the problems which we must solve in Canada in meeting our international obligations. I think we can do so in a manner which will be in the interests of all Canadians. As I have mentioned, the Federal Government has already started consultations with the provinces about ratification.

To celebrate International Human Rights Year in 1968, the United Nations has asked member states to ratify as many of the human rights conventions as possible. The Government is at present studying the possibility of ratifying the Convention on the Elimination of All Forms of Racial Discrimination, adopted by the United Nations in December 1965. In August 1966, Canada signed this convention to indicate our support for the efforts of the international community to eliminate the evils of racial discrimination. Again, as many of the provisions of the convention fall within provincial jurisdiction, we are consulting with the provinces as to the implications of ratifying this instrument. Thanks to the co-operation of provincial authorities, I believe the Government will be able to announce a decision on ratification at the latest during 1968.

The Federal Government has also tried to accommodate, so far as possible, the special interests which some provinces may have in the conduct of Canada's

bilateral relations with other countries. As an example of how this can be done, I might mention the *accord-cadre* signed with France in November 1965 on education and culture. Under this agreement, it is possible for individual provinces and France to develop administrative arrangements to facilitate cultural and educational exchanges, subject to the approval of the Federal Government. There are many ways consistent with our constitution and the existence of one Canada in the world in which the provinces' particular interest in Canada's bilateral relations can be taken into account and developed.

Co-operation between the federal and provincial governments is also desirable in the field of external aid. Canada is playing an increasingly important role in the provision of economic and technical assistance to the developing countries. We have been increasing the amount of money available for this purpose by an average of \$50 million a year. I hope that Canadian aid will approximate 1 per cent of our national output by the early 1970s.

External aid might, at first glance, seem to be an activity of concern only to the central government. It is an integral part of Canadian foreign policy, and is perhaps the most substantial and rewarding aspect of our relations with many developing countries. In its initial phases, an aid programme involves intergovernmental negotiation and the signing of agreements. In its execution, the programme requires a network of diplomatic missions abroad, and a government at home able to draw on the experience, manpower and financial support of the whole country.

Many aspects of aid are, however, closely related to fields in which the provinces have a direct interest. In sending teachers abroad, the central government has to take into account provincial needs and avoid unreasonable competition for scarce skilled personnel. Although it may hire teachers directly, it may also in some cases wish to benefit from provincial recruiting facilities.

Some provinces have a particular concern for one or other area of the world or certain skills or facilities to offer. They may, therefore, have a special interest in some aspect of aid to the developing countries. We naturally welcome this interest, as we do the efforts of individuals or organizations such as church groups or private firms, whose aims are compatible with Canada's foreign policy and aid objectives. We have had a continuing dialogue with the provinces concerning ways in which they can make a special contribution to the provision of economic and technical assistance to other countries.

A century ago, when Canada was founded, our statesmen were concerned with the problems of completing Confederation and developing the country. This year we are celebrating the results of their work. Canada has grown enormously in population and wealth over the past 100 years. Correspondingly, we have been called upon to play an increasingly important role in international affairs. We are presented with new opportunities and new obligations. If all Canadians work together, I am sure that we can meet this challenge successfully.

Canada - U.K. Ministers Meet

ANGLO-CANADIAN MINISTERIAL COMMITTEE ON TRADE AND ECONOMIC AFFAIRS

IN the summer of 1966, the British and Canadian Governments agreed to establish a joint committee at ministerial level on trade and economic matters. While there are many occasions for British and Canadian ministers to meet, at Commonwealth gatherings, at the United Nations and in a variety of other international bodies, the two governments considered that a joint ministerial committee could usefully supplement existing channels of communication and provide a most valuable means of consultation. It would provide a forum in which the ministers primarily concerned with trade and economic affairs could meet periodically and exchange views on matters of mutual interest, both bilateral and multilateral, and enhance the knowledge and understanding by each government of the other's position. The establishment of this committee with Britain, Canada's second largest trading partner, follows the institution of similar ministerial committees with the United States and Japan, its first and third largest trading partners.

The first meeting of the Anglo-Canadian Ministerial Committee on Trade and Economic Affairs was held in London on April 19 and 20, 1967. At the time of the tabling of the communiqué in the House of Commons on April 25, Mr. Sharp gave his impressions of the meeting in these words:

I believe my colleagues on the delegation would agree that the new Anglo-Canadian Ministerial Committee got off to a good start, and that the very frank and cordial character of the discussions amply fulfilled our expectations.

The following is the text of the joint communiqué issued upon the conclusion of the first meeting of the Committee:

"The first meeting of the Anglo-Canadian Ministerial Committee on Trade and Economic Affairs was held in London on April 19 and April 20, 1967. The establishment of this Committee was agreed upon by the two governments last year.

"Canada was represented by: Honourable Paul Martin, Secretary of State for External Affairs; Honourable Robert Winters, Minister of Trade and Commerce; Honourable Mitchell Sharp, Minister of Finance; Honourable Charles Drury, Minister of Industry and Defence Production; Honourable Jean-Luc Pépin, Minister of Energy, Mines and Resources; and Honourable J. J. Greene, Minister of Agriculture.

"Britain was represented by: Honourable Harold Wilson, Prime Minister; Honourable James Callaghan, Chancellor of the Exchequer; Honourable Herbert Bowden, Secretary of State for Commonwealth Affairs; Honourable Douglas Jay,

President of the Board of Trade; Honourable Frederick Peart, Minister of Agriculture, Fisheries and Food; Honourable Arthur Bottomley, Minister of Overseas Development; Honourable Fred Mulley, Minister of State, Foreign Office; Lord Beswick, Parliamentary Under-Secretary of State for Commonwealth Affairs; Mr. Harold Lever, Joint Parliamentary Secretary of State for Economic Affairs; Mr. Albert Oram, Parliamentary Secretary, Ministry of Overseas Development; Lord Walston, Parliamentary Secretary, Board of Trade.

"The opening session was held at Number 10 Downing Street under the chairmanship of Mr. Harold Wilson. Subsequent sessions were at Marlborough House.

"At the opening session, British and Canadian Ministers reviewed major current international developments. Vietnam was among the subjects discussed and the Ministers reaffirmed their intention to contribute to the efforts being made to bring peace in this area.

"Both governments expressed their hope for the early conclusion of a treaty to prevent the proliferation of nuclear weapons.

"British Ministers then outlined the present situation with regard to Britain's possible approach to the EEC, explaining that the British Government had not yet taken a decision whether to seek negotiations in order to join the community. Canadian Ministers noted the important implications of this issue for Britain and Europe, as well as the world trade community as a whole. There followed an exchange of views on the implications for trade between the two countries. It was agreed that consultations on this subject would continue.

"The Committee discussed the current international economic situation and the prospects for the economies of both countries. They noted the satisfactory trends in economic growth in Britain and Canada and, in particular, the progressive improvement in the British balance-of-payments position. The Ministers agreed on the importance of pressing forward with the preparation of plans for increasing international liquidity now under discussion in the International Monetary Fund and in the Group of Ten.

"The Committee considered international trade questions, and particularly developments in the 'Kennedy round' of trade and tariff negotiations. They expressed their determination that these negotiations, which have now entered their final stage, should result in a major improvement in trading opportunities on a world-wide basis. Ministers discussed the implications for trade between the two countries of the tariff and other offers being made in the 'Kennedy round'. They agreed on the importance of a multilateral cereals agreement satisfactory to exporting and importing countries. They took note that consultations on all these matters were in progress between their representatives in Geneva.

"The Committee reaffirmed the importance of maintaining a high volume of trade between the two countries. They noted that concerted efforts were being made by government and industry in Britain to increase exports to the

Canadian market and that these efforts would be reinforced by three major British trade promotions in Canada in 1967. They also reviewed the sales development programme and prospects for Canadian exports to Britain.

"The meeting afforded an opportunity for an exchange of views on matters of interest to both governments in the trade and development problems of developing countries. Among questions of common interest they discussed food aid and the prospects for the second UN Conference on Trade and Development to be held early in 1968. They also reviewed their programmes of development assistance in the Commonwealth, including, in particular, aid in the Caribbean area.

"In the light of the very useful discussions at this first meeting, British and Canadian Ministers agreed that the establishment of the Committee provided a most valuable means of consultation between the two governments and that it would make an important contribution to mutual understanding of their policies. The Committee accepted the invitation of the Canadian Government to hold the second meeting in Canada in 1968 at a date to be determined later."

Corrigendum

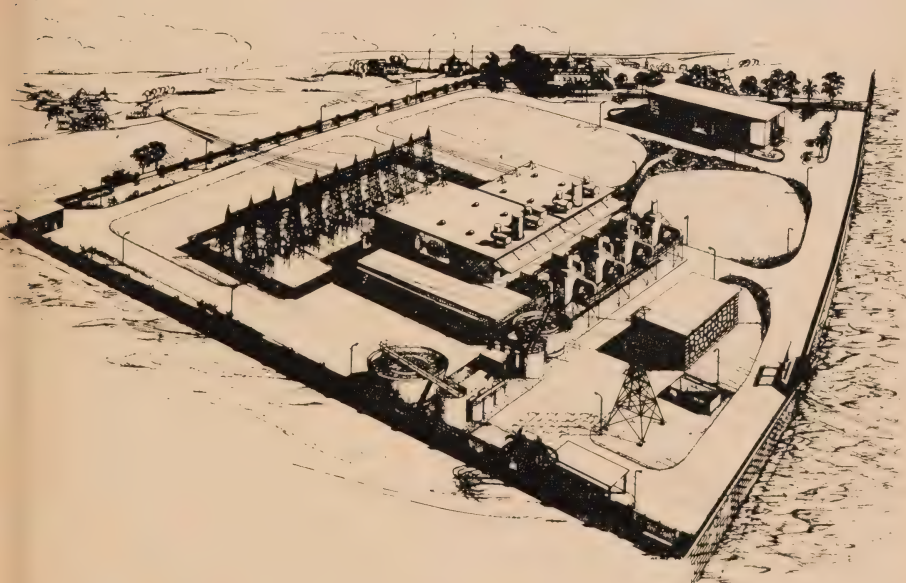
The article on Canada's relations with Burma which appeared in the May issue noted that the first resident Burmese Ambassador to Canada, Mr. James Barrington, was also accredited as Burmese Ambassador to the United States. This was an error; Ambassador Barrington was also accredited to the United Nations, not to the United States.

Canada's Industry Minister Visits South Asia

During April 1967, the Honourable Charles M. Drury, Minister of Industry, accompanied by Mrs. Drury, visited India, Ceylon, and Pakistan. The visits were evidence of the close relations Canada maintains with these countries, particularly in the area of economic development.

The primary purpose of Mr. Drury's trip was to head the Canadian delegation at the inaugural ceremony of the Upper Sind Thermal Power Project, in Sukkur, West Pakistan. The project, one of the largest development efforts of its kind ever undertaken by Canada, involved the construction of a 50,000-kilowatt steam-generating plant and the installation in West Pakistan of 6,000 miles of transmission-lines. Canadian financial assistance has been over \$12 million. The commissioning ceremony took place on April 12. Besides Mr. Drury, the Canadian delegation included Mr. Maurice Strong, Director-General of the External Aid Office, and Mr. Charles E. McGaughey, Canadian High Commissioner to Pakistan. Pakistan was represented by the Governor of West Pakistan, Mr. Mohammad Musa, the Chairman of the West Pakistan Water and Power Development Authority, Major General Malik Haq Nawaz, and the West Pakistan Minister for Power, Mr. M. Hameeduddin.

Mr. Nawaz expressed pleasure that the Government of Canada had been represented at the celebration. He noted that this was not the first time Canada



The thermal-power plant built with Canadian assistance at Sukkur in West Pakistan

had been associated with power projects in West Pakistan, and declared that deep gratitude was due to the Government and people of Canada for such assistance. "The Sukkur power station," he said, "is a symbol of the friendship and amity that exist today between the two countries."

The Canadian Industry Minister then spoke of the impressive gains made in the economy of Pakistan, referring specifically to the contribution Canada had made towards the development of the country. Concerning the reciprocal benefits of assistance programmes, he said:

The benefits here, of course, are two-way. We are able to transmit skills and knowledge, but we are very conscious of the fact that by their presence students and trainees from Pakistan enrich the life of our country. By the same token, our advisers and teachers return with experience of a kind invaluable to them and to Canada.

Mr. Drury assured the Government of Pakistan that Canada supported the principle that aid, to be effective, must be co-ordinated with the long-range development plans of each country. He also said that the Government of Canada, with the overwhelming support of the Canadian people, had pledged its determination to reach as quickly as possible the aid target of 1 per cent of the national income and that Pakistan had been chosen as a country in which Canadian capital assistance would be concentrated in future. He ended by calling on the peoples of Canada and Pakistan to dedicate themselves to meeting the greatest challenge of the century — the development of the world for the world's people.

During his stay in Pakistan, Mr. Drury visited the Pakistan Atomic Energy Commission and one of the major Canadian assistance programmes at present under way, the Karachi Nuclear Power Station, which involves the construction of a 132,000-kilowatt nuclear-power plant on the Mekran coast of the Arabian Sea near Karachi. Canadian participation involves foreign-exchange costs amounting to \$48 million, with Canadian firms acting as constructors, consultants, and engineers.

Talks with Pakistani Ministers

Mr. Drury also had talks on matters of common concern with the President of Pakistan, Field Marshall Mohammad Ayub Khan, the Foreign Minister of Pakistan, Mr. S. Pirzada, the Pakistan Minister of Industry, Mr. Altaf Hussain, and the Deputy Chairman of the Pakistan Planning Commission, Mr. M. Ahmad. During his conversation with President Ayub, the development needs and problems of Pakistan were explained to him. The President expressed his hope that Canada would continue to play a leading role in the economic development of Pakistan and would assist in the concerted effort of the Pakistan Government to achieve agricultural self-sufficiency. In reply, Mr. Drury said he hoped that, with domestic support, the Canadian aid programme would in future make an even greater contribution to the economic development of Pakistan. During the exchange of views on economic and other questions of interest to the two governments, the Pakistan Government welcomed the information that the goal

of Canada was to increase its aid programme by 1970-71 to 1 per cent of the Canadian gross national product.

Visits to India and Ceylon

Before arriving in Pakistan, Mr. Drury visited India and Ceylon. In the former country, he had talks with representatives of the Indian Government about the Canadian aid programme. He visited several northern regions, where he inspected examples of the work being done by India with Canadian assistance.

In Ceylon, Mr. Drury officially inaugurated the construction of the new terminal building at Katunayake Airport, which is being built with Canadian assistance. This project follows on the recently completed airport runway improvements at Katunayake Airport, which were also undertaken with Canadian assistance. During the ceremonies on April 7, Mr. Drury and Mr. Hurulle, the Ceylonese Minister of Communications, lit an oil-lamp to symbolize Canadian-Ceylonese co-operation on the project. A commemorative plaque recognizing the contribution Canada had made towards the development of the International Airport for Ceylon was later unveiled. On this occasion, Mr. Drury expressed his admiration and appreciation of the work done by those who were engaged in completing the large project. While he recognized that the construction of the international airport could be regarded as a symbol of the achievement of the Canadian Colombo Plan programme and of Ceylonese co-operation and friendship, he reflected in a more serious vein on the real contribution to development which the airport would make:

This building is not being constructed to be a symbol but a practical contribution to the economic development of Ceylon and to the increasing prosperity of its people. A sophisticated building, such as this one, its design influenced by the latest innovations of technology and serving the needs of the international air travellers, may seem remote from the interests of the average villager hoping for a modest improvement in his daily lot, but forces of modern economics move in mysterious ways. Today, in an interdependent world, economic development that will ultimately benefit the villager and the technological progress required to sustain economic growth rest in great part on communications on the world-wide interchange of goods, capital and technical expertise. Our two governments recognized that a first-class international airport was vital to Ceylon's international communications and to its economic progress.

In his address, Mr. Drury also discussed the questions of a relatively developed country such as Canada understanding the problems and difficulties of developing countries such as Ceylon:

We think of ourselves as a young, developing country. Large parts of Canada remain unpopulated and others have been settled only in this century; our industrial development has been fairly recent and our resources are barely tapped; we are also conscious that we still have a lot of unresolved problems and many tasks to undertake after 100 years of nationhood. Our position cannot but make us mindful of other countries seeking to overcome obstacles in the path of economic development and nation building. Thus when, in this centennial year, we celebrate our accomplishments and good fortune, we shall be conscious of the desires and problems of other countries, perhaps, like yours, ancient in culture but newly free to seek a greater measure of economic prosperity.

The tour by Mr. Drury of South Asia was a success in each country he visited. It added another link to the chain of understanding and co-operation between Canada and its Commonwealth partners India, Ceylon, and Pakistan.

Foreign Policy Aspects of the Throne Speech

The Governor General, the Right Honourable Roland Michener, opened the second, or centennial, session of Canada's Twenty-seventh Parliament on May 8, 1967, by reading the Speech from the Throne in the Senate Chamber of the Parliament Buildings. The following are the passages of the Speech that deal with Canada's foreign policy:

In foreign affairs Canada has put its major effort into the pursuit of peace. Our diplomacy aims at strengthening Canada's position in the councils of nations so as to work towards that world peace and stability that is the agreed objective of all sectors of public opinion in this country.

The most serious situation in the world today remains that in Vietnam. The Government continues to attach the highest priority to initiatives designed to bring about a peaceful settlement of this conflict and we will continue to exert every effort to this end through diplomatic and other peaceful means. The Government is prepared to co-operate in the establishment of an international presence in Vietnam to provide the assurances and guarantees which may have to form part of any settlement. We are also prepared to assist in the economic reconstruction and rehabilitation in that area once peace has been restored.

The Government will also continue to press vigorously for effective international action in the field of disarmament. It regards curbing the nuclear arms race as a first and essential step on the road to general disarmament.

With these objectives in mind, Canada is joining with its NATO partners in a review of the future tasks of the alliance. Besides the changing requirements of collective defence, we will have in mind the progressively important political role which NATO has undertaken in the pursuit of a peaceful settlement in Europe.

The United Nations remains for Canada a major consideration in foreign policy. Until the end of 1968 Canada will have the responsibility of membership on the Security Council, and in that role the Government will strive to strengthen the capacity of the United Nations fully to discharge its proper functions.

It is also expected that the "Kennedy round" of international trade and tariff negotiations will soon be completed in Geneva. In the light of its conclusions, you will be asked to approve changes in tariffs and related laws necessary to implement the undertakings Canada will give in order to gain improved access for Canadian products in export markets.

The Government also intends to play an active part in the forthcoming meeting of the United Nations Conference on Trade and Development, as it attaches great importance to the trade problems of less-developed countries.

Unless there is a concerted international endeavour to promote economic, technical and social advances in the developing countries, the world will soon

face a major crisis. The advances painfully won by the nations of Asia, Africa and the Americas must not be lost through the lack of aid or through impediments to trade. Steps will be taken further to develop Canada's special relations with the Commonwealth countries of the Caribbean.

The Government also intends to seek approval for a substantial increase in the external aid programme, as a further step towards the aid target of one per cent of national income.

External aid, trade and the activities of a host of international agencies today bind the peoples of the world more closely together than ever before in human history. There is an international flavour to modern life that was unknown to all but a select few in years past, but which will become commonplace for people generally in the years ahead.

All this is dramatically demonstrated by Expo '67, which recently opened in Montreal, and by the Pan-American Games to take place in Winnipeg this summer. These are features of our centennial party, to which the whole world has been invited. Expo provides an extraordinary opportunity to extend hospitality to those who join with us in celebrating the one hundredth anniversary of Confederation. It is attracting visitors to Canada in greater numbers than ever before, and provides us with an unprecedented opportunity to display our achievements to the rest of mankind

Aid for Latin America

CANADA'S DEVELOPMENT LOAN PROGRAMME

IT was announced on April 24, 1967, by the Honourable Paul Martin, Secretary of State for External Affairs, that the Canadian Government would provide an additional \$10 million (Cdn) for use in Latin America under Canada's bilateral aid programme for that area. These funds will bring to \$40 million (Cdn) the amount allocated to the programme since its commencement in December 1964, following the conclusion of an agreement between Canada and the Inter-American Development Bank. The initial commitment of \$10 million (Cdn) made at that time was followed in September 1965 and July 1966 by two further contributions of \$10 million (Cdn) each.

The decision to use the Inter-American Development Bank as the vehicle for a bilateral Canadian assistance programme for Latin America was made in recognition of the Bank's demonstrated competence in the administration of the development-assistance funds of its members and outside sources. Under the terms of the agreement, the Bank has the primary responsibility for the selection and processing of development-loan projects; it bases its selection of proposals for loan financing on the requests submitted to it by countries having full membership in the Bank. (In effect, this comprises all Latin American countries except Cuba; it includes Trinidad and Tobago. The United States, though a full member of the Bank, acts in a donor capacity only.) The Bank reviews each request thoroughly before making recommendations concerning its suitability for Canadian development-loan financing to the External Aid Office, the agency of the Canadian Government that bears direct responsibility for Canada's aid programmes. Projects submitted by the Bank for the consideration of the Canadian Government must, as a prerequisite, have a high priority in the development plan of the prospective recipient, and must also be related to the economic, technical or educational sectors of that plan. In addition, Canadian capabilities of servicing the project must be taken into account; Canadian development-loan funds for use in Latin America, as elsewhere, may be used only to finance procurement in Canada of goods and services having a high Canadian content (normally at least 80 per cent). The decision as to whether a project proposed by the Bank should be submitted to Cabinet for final approval is made by the External Aid Office following joint consultation with the Department of External Affairs and other government departments concerned.

The terms of each development loan depend on the type and location of the project being financed. Strictly concessional Canadian development-loan funds are provided on the "softest" terms at present available from any source for development-assistance loans — no interest charges and up to 50 years' maturity with ten years' grace. Canadian development-assistance loans are also



Port of Acajutla, El Salvador. A second extension to the existing pier, to provide bulk-loading and bulk-unloading facilities, will be built with the proceeds from a development loan of \$3,240,000 (Cdn).

offered on "harder", though still concessional terms, involving 3 percent interest and up to 30 years' maturity with seven years' grace. Since July 1966, the $\frac{3}{4}$ of 1 percent service-charge formerly applicable to all Canadian Government development lending has not been applied.

To date, nine Canadian development loans, totalling \$16,856,000 (Cdn), have been made available for projects approved under the Canadian development-loan programme for Latin America:

<i>Country</i>	<i>Purpose</i>	<i>Value of Loan</i>
El Salvador	Expansion of port facilities, Acajutla	(Cdn) \$ 3,240,000 *
Ecuador	Resources survey, Guayas River Valley	1,260,000 *
Paraguay	Feasibility and design studies: Trans-Chaco Highway and Concepcion-Pedro Juan Caballero Route	800,000 *

Argentina	Establishment of a pre-investment fund for the <i>Comision Nacional de Desarrollo</i> (CONADE) for the preparation of special projects and general studies	756,000 *
Bolivia	Extension of line of credit to the <i>Corporación Boliviana de Fomento</i> for the establishment and/or enlargement of new or existing industrial and mining projects	1,620,000 *
Mexico	Establishment of a pre-investment fund for the <i>Nacional Financiera S. A.</i> for the preparation of specific projects and general studies	540,000 *
Peru	Establishment of a pre-investment fund for the <i>Fondo de Financiamiento de Elaboracion de Proyectos de Inversion</i> (FINEPI), for the preparation of specific projects and general studies	540,000
Central American States	Establishment of a pre-investment fund for the Central American Bank for Economic Integration (CABEI) for the preparation of studies and the purchase of materials and equipment required for various infrastructure projects, particularly road construction and the provision of grain-storage facilities	\$ 3,780,000 *
Chile	Expansion of the <i>Universided Técnica del Estado</i> to enable it to improve and expand its instruction and research in technological fields	4,320,000
		<hr/> \$16,856,000

(Note : Projects marked * are those for which loan agreements have been signed.)

Several additional proposed development-loan projects, involving some \$11 million (Cdn), are now under investigation.

Canada's contribution to the projects listed above should not obscure the extensive participation in each project of the recipient countries themselves. On a cumulative basis, the \$1.9 billion in loans which the Bank has to date extended from all sources available to it, including the development-loan funds provided by Canada, have helped to finance projects whose estimated cost exceeds \$5 billion. Of this sum, the Bank has provided 38 per cent and the borrowers

62 per cent. On this basis, then, the \$16.8 million (Cdn) that has to date been approved for development-loan projects in Latin America will be matched by approximately \$28 million (Cdn) provided by the recipient countries themselves.

In addition to the Canadian aid made available to Latin America through the bilateral development-loan programme, Canada also contributes development funds to the area on a multilateral basis through membership in the World Bank Group, composed of the International Bank for Reconstruction and Development, the International Finance Corporation and the International Development Association, as well as through membership in the United Nations Special Fund.

An additional financial contribution to Latin American development is made through long-term credits provided under Section 21A of the Export Credits Insurance Act. These funds are used to provide long-term financing at commercial rates of interest (6 per cent *per annum*) for Canadian exports of capital equipment and related services. While Section 21A credits cannot properly be regarded as aid *per se*, they serve, nevertheless, as a very useful form of capital assistance, since they are used to support business developed by Canadian exporters in any credit-worthy country. Since the end of 1960, when they first became available, Section 21A funds totalling \$138 million (Cdn) have been extended to Latin America. An additional \$15 million (Cdn) of special Section 21A funds that have been allocated for capital projects to be designated by the Inter-American Development Bank have not yet been committed.

Canada's Relations with Uganda

ON April 6, 1967, the first Canadian High Commissioner resident in Kenya, Miss Margaret Meagher, presented to Dr. A. Milton Obote, President of Uganda, her credentials as Canadian High Commissioner (non-resident) to Uganda. At the same time, President Obote accepted the letter of recall of Mr. A. S. McGill, the High Commissioner resident in Tanzania. Thus the ceremony marked the transfer of responsibility for Uganda from the Canadian diplomatic mission in Dar-es-Salaam to that in Nairobi.

Uganda, which has an area of approximately 100,000 square miles (roughly equal to that of Britain), is bordered on the north by the Sudan, on the west by the Congo, on the south by Rwanda, Tanzania and Lake Victoria and on the east by Kenya. It is a land of variety, both in its terrain and its people. Great differences in altitude create a varied climate. The fertile, densely-populated lowland that faces Lake Victoria gives way to high mountains, among them the legendary Mountains of the Moon. There are large forests; and the many lakes and extensive marshy areas extending throughout much of the country constitute the source of the White Nile.

Population

Uganda has a population of about 7,200,000. There are some 87,000 non-Africans, most of them of Indian and Pakistani origin. The Bantu tribes, which include the inhabitants of the four Uganda kingdoms (Buganda, Bunyero, Tero and Ankola), reside generally in the south and west of Uganda, whereas the Nilotic tribes make their home primarily in the north, and the Nilo-Hamitic tribes in the northeast. Swahili and numerous tribal dialects are in general use. English is also spoken widely, and is the official language. The principal religions are Christianity and Islam.

Two-thirds of Uganda's gross national product is derived from agriculture, and its foreign exchange is largely dependent on the sale of two cash crops, coffee and cotton. With the exception of a few tea and sugar estates, nearly all commercial agriculture in Uganda is in African hands, mainly on small farms. Animal breeding, fisheries and forestry are also important. Uganda's five-year development plan emphasizes the establishment of industries, but manufacturing is at present a relatively unimportant sector of the economy.

History

The country was subjected in the past to periodic waves of invasion from the north and northeast by nomadic tribes that eventually dominated the original farming inhabitants. The era of British influence in Uganda began about 1877. The area was under the control of the British East Africa Company until 1894, when Uganda became a British protectorate. The first Executive and Legislative

Councils were set up in 1921. Direct elections to the Uganda Legislative Council were held for the first time in 1958; the Uganda National Congress (UNC) won the majority of the directly-elected seats. Subsequently, this party was merged with the Uganda Peoples' Union (UPU) to form the Uganda Peoples' Congress (UPC), which, under the leadership of Dr. Milton Obote, was successful in the pre-independence elections in April 1962. Following these elections, internal self-government was granted. Uganda became fully independent on October 9, 1962. In 1966, Dr. Obote, who had been Prime Minister, assumed the office of President and Uganda changed from a federation into a unitary state.

In her speech at the presentation of her credentials, Miss Meagher said that "sheer geography makes direct contact between our peoples difficult". However, she added, Canadians working in Uganda and Ugandans training in Canada provided opportunities for direct personal contact between the peoples of the two countries. President Obote replied that he valued "the exchange of ideas and knowledge of each other which such association brings to our two countries".

The new Canadian High Commissioner spoke of the "association which our two countries enjoy within the Commonwealth" and Dr. Obote said in reply that "the conception of the Commonwealth is valued as an association to which we belong as free and equal partners".

Canadian Aid

The Canadian grant-aid programme for Uganda, which is now at the level of about \$1 million annually, is spent mainly on the maintenance of Canadian teachers and advisers in Uganda and Uganda trainees in Canada. There are at present 60 Ugandans studying in Canada and 35 Canadian teachers and advisers in Uganda.

Canada-Uganda relations will also be enhanced by the fact that Uganda is participating in Expo '67. The Uganda Pavilion is part of Africa Place, and offers Canadians a chance to see displays depicting various aspects of Uganda's life and culture.

Cultural Agreement Between Belgium and Canada

ON May 8, 1967, during the official visit to Ottawa of Prince Albert of Belgium, a cultural agreement of a general nature was contracted between Belgium and Canada. In the presence of Prince Albert, the document was signed by his Excellency Guy Daufresne de la Chevalerie, Belgian Ambassador to Canada, and the Honourable Paul Martin, Secretary of State for External Affairs.

The agreement is intended to strengthen, by means of cultural, artistic, scientific and technological exchanges, the traditional close ties of friendship that exist between Belgium and Canada. It consists of 11 articles defining the means by which the two countries agree to develop their co-operation and their various academic, artistic, scientific and cultural exchanges. In order to establish direct and continuous contacts between the two countries on all matters of cultural relations and with the purpose of ensuring the execution of the provisions that come within the terms of reference of this convention, a permanent Mixed Commission will meet annually, alternating between Ottawa and Brussels.

In his announcement of the signing of the agreement, Mr. Martin expressed satisfaction with this "significant step" in Canadian-Belgian relations. By means of this instrument, he declared, cultural exchanges between the two nations should undergo a notable increase.

Since the agreement would operate in an area of provincial interest, Mr. Martin specified that the Federal Government hoped to facilitate participation by any province wishing to avail itself of the provisions of the agreement and would be willing to investigate the necessary course of action with the authorities concerned.

Mr. Martin's Speech

Your Royal Highness,
Mr. Ambassador,
Dear Ministers,

Allow me to express the deepest satisfaction on the occasion of the signature this morning of the cultural agreement between our two governments. I am particularly happy that our illustrious visitor today, His Royal Highness Prince Albert of Belgium, has honoured with his presence this happy event, thus conferring on it an added significance. Under such high auspices, the new convention can be relied on to bring the results we expect from it for the strengthening of Belgian-Canadian relations.

Belgium and Canada have already shared in many cultural exchanges outside the scope of any formal arrangement. The vital interest both countries have always taken in such exchanges has been further increased by the fact that French is one of their two languages and that one of their two great cultures is French. During the last few years, however, new needs have manifested themselves and new possibilities have dawned that had to be taken into account. Canada, for its part, is currently engaged in a vast effort of renewal and transformation that will give full emphasis to each of its two great cultures. Canada sees in this evolution an essential condition of the development of its national identity and unity and, in the last analysis, a condition also of its continuing independence. Naturally, the co-operation of Belgium in that area has seemed to us desirable. That is why the two countries have now decided to provide themselves with an appropriate instrument to organize their co-operation on a comprehensive and concerted basis and to provide for its continuing development. Such, in my opinion, is the meaning of the agreement we have signed this morning.

I am convinced that such an initiative will prove important for the future of relations between Canada and Belgium, since it will promote cultural, scientific, artistic and technical exchanges in a way that should considerably enrich our two countries. By means of the agreement, Canada and Belgium will come to know and understand one another better. Although it will naturally be of primary interest to French Canada, it will have significance also for Canada as a whole. In this spirit, the Federal Government will not fail to encourage the participation in the agreement of any Canadian province that may be anxious to implement any of its provisions, and will make the necessary arrangements to that effect in co-operation with the authorities concerned.

Text of the Agreement

The Government of Canada and the Government of the Kingdom of Belgium
— being desirous of strengthening the close ties of friendship which exist between Belgium and Canada,
— being resolved to increase cultural, artistic, scientific and technical exchanges between the two countries,
have decided to conclude the present cultural Agreement and, to this effect, have agreed as follows:

Article 1

The Contracting Parties, anxious to broaden knowledge of each other's civilization and culture, shall collaborate to this end.

Article 2

The Contracting Parties shall, within the scope of their respective jurisdictions, promote exchanges of professors, persons engaged in research, students and trainees, artists, leaders of cultural and youth groups, and of other persons

engaged in cultural, scientific and technical activities. They shall each endeavour to expand the number of bursaries, travel and training grants available to nationals of the other country.

Article 3

The Contracting Parties agree to seek ways to grant a partial or total equivalence in each other's country in respect of studies which have been completed, of successful competitions and examinations which have been passed, and of diplomas which have been obtained in the other country.

Article 4

Each Party shall encourage the presentation of artistic activities of the other Party, and to this end, shall provide the best available facilities.

Article 5

The Contracting Parties agree to facilitate on a reciprocal basis and within the scope of their respective laws, the entry into and the dissemination within their territories, of:

- motion pictures, music (in the form of scores or recordings) and radio and television programmes;
- works of art and reproductions of such works; and
- books, periodicals and other cultural, scientific and technical publications as well as of catalogues relating to them.

They agree to lend their assistance, in so far as possible, to performances and exchanges in these fields.

Article 6

The Contracting Parties shall expand their co-operation in the field of scientific research as well as in the training of administrative and technical personnel.

Article 7

Each of the Contracting Parties shall, in so far as possible, facilitate the resolution of administrative and financial problems arising from the cultural activities in its territory of the other Party.

Article 8

Each of the Contracting Parties shall, in accordance with its legislation, facilitate the admission and sojourn of nationals of the other State, and of their families, to pursue activities within the framework of the present Agreement.

They shall also facilitate, subject to the same conditions, the entry of the personal goods and effects of such persons.

Article 9

In order to establish direct and continuous consultation with each other in the field of cultural relations, and in order to ensure the implementation of the

dispositions falling within the framework of the present Convention, the Contracting Parties shall establish a permanent joint Committee which shall be composed of two sections to be located, respectively, in Belgium and in Canada.

The Belgian section shall be composed of at least:

- (1) a chairman and four members appointed jointly by those Ministers whose responsibilities relate to the field of culture and by the Minister of Foreign Affairs;
- (2) a representative of the Canadian Embassy in Brussels.

The Canadian section shall be composed of at least:

- (1) a chairman and four members appointed by the Secretary of State for External Affairs, after consultation with interested authorities;
- (2) a representative of the Belgian Embassy in Ottawa.

Experts may be co-opted to each section.

Each section shall meet at least once a year. The two sections shall meet in plenary session at least once every two years, in each country alternately.

Article 10

The present Agreement shall be ratified and the instruments of ratification shall be exchanged at Brussels at the earliest possible date.

It shall enter into force one month after the date on which the instruments of ratification are exchanged.

Article 11

The present Agreement shall remain in force for a period of five years. If it has not been denounced by either of the Contracting Parties six months before the expiry of that period, it shall be renewed by tacit agreement from year to year, unless denounced at least six months prior to the expiry date of each such period.

In witness whereof the undersigned, duly authorized to that effect, have signed the present Agreement.

Done at Ottawa the eighth day of May, 1967, in two copies, each in the English, French and Netherlands languages, the three texts being equally authentic.

PAUL MARTIN

For the Government of Canada

GUY DAUFRESNE DE LA CHEVALERIE

For the Government of the Kingdom of Belgium

Canada's Centennial in Venezuela

A REPORT FROM THE CANADIAN EMBASSY IN CARACAS ⁽¹⁾

WE gave considerable thought to the observance of the centennial of Confederation in Venezuela and, in February, completed our plans, which culminated in a highly successful reception on April 27. It had at first been our intention to hold our main centennial celebrations during the latter part of June but, since several personnel movements were scheduled for then, we decided to seek a more appropriate time for our special programme.

In any case, July 1 would have been a difficult day, not only because it falls on a Saturday this year but also because it is the very peak of the rainy season. We therefore decided on April 27, the official opening day of Expo '67 and the time of year when the rains have usually not yet started. Besides, the opening day of Expo provided us with an excellent vehicle for an intensive publicity campaign for ten days or two weeks in advance of the reception, with that event itself crowning our efforts to make Canada's hundredth birthday and Expo '67 familiar throughout Venezuela.

The press gave us co-operation and good coverage. Radio and television stations co-operated fully, in particular the national TV network, which produced a half-hour programme on the centennial and Expo during prime time on April 23.

A Successful Centennial Party

We invited over 1,000 guests to the reception. In our anxiety that April 27 should possess a separate and distinct flavour, we produced something resembling a three-ring circus. Congratulations are still coming in.

The party was completely dependent on good weather, since the use of the garden was essential to its success. This year the normal dry season never really set in; heavy rains were not infrequent up to and including the day before the reception. We confess to several sleepless nights and considerable anxiety about our arrangements, but, despite some cloud on the morning of Thursday April 27, we were blessed with fair weather by evening. As a precaution, a crash programme was launched to cover the large, open second-floor terrace with aluminum roofing, which would help accommodate at least some of the guests. The party was called for 7.00 p.m.; the foreman drove the last nail into the terrace roofing at 6.59 p.m.

Films and Displays

During the reception, the excellent 35-mm colour documentary *Helicopter* was screened the length of the back garden, high onto the white wall of that part

(1) This is the second of several articles on Canada's centennial celebrations abroad.

of the house. The projection was at such a height that guests could move freely about the garden without obscuring the picture. In another part of the garden, separated by a hedge and flowering trees, the colour 16-mm version of *Expo '67* was also projected against the side of the house. In the side garden were shown 35-mm slides of the various Expo pavilions. Mr. Fernando Entrena, our commercial assistant, provided the viewers with a running commentary. In the house we had assembled an eight-panel Expo display (banked with some 30 bouquets provided by well-wishers), near which was erected a large bulletin-board covered with recent photographs of Expo pavilions.

Entertainment was provided during the evening by the *conjunto* "Hermanos Aparicio" — a folk group of five dressed in native costume. Two days later, the *conjunto* left for Expo, where they will perform in the Venezuelan pavilion for the next six months.

Other Ceremonies

Arrangements had been made before the party to exchange the Canadian and Venezuelan Expo stamp issues, but, since we were unable to obtain the Canadian issue in time for the reception, a separate ceremony for this purpose will take place in June, at which the Minister of Finance and the Minister of Development will be present. The 4th Centenary Committee of Caracas is arranging with the Municipal Council to name a street "Avenida Canada". Although thought was given to holding the naming ceremony on April 27, it has been scheduled for June. We hope both ceremonies will take place on Saturday June 10. These two activities will involve Venezuelans on a day that is already special for Canadians in Venezuela, since on June 10 Canadians will be gathering for a midday barbecue. On this occasion, Canadian children at school in Venezuela will receive the same centennial medallions children are receiving in Canada.

To date, Canada's centennial celebrations in Venezuela have received favourable public and press comment. We expect that the result of Expo '67 and of Venezuela's participation in it, as well as of other events still to come, will be that many more Venezuelans will acquire a knowledge and awareness of Canada and Canadians than we should have dared hope before centennial year started.

Visits of Heads of State or their Representatives

FIRST HALF OF MAY 1967

HEADS of state or their representatives visited Canada in the first half of May at the invitation of the Governor General. The invitation referred to centennial celebrations, including Expo '67. The visits therefore included a short stay in Ottawa, where official ceremonies took place, and the celebration of a national day by the country concerned at Expo '67. In addition, most visitors went to one or two provincial capitals.

Ethiopia

The Emperor of Ethiopia, Haile Selassie, accompanied by the Minister of Foreign Affairs and the Minister of State for Information and Tourism and other senior Ethiopian representatives, visited Canada from April 26 to May 4. In addition to visiting Ottawa and Montreal, the Emperor and his party visited Victoria, British Columbia, and Quebec City.

Mauritius

The Premier of Mauritius, Sir Seewoosagur Ramgoolam, arrived in Ottawa on May 2, and visited Montreal, Quebec City and Charlottetown, accompanied by other members of the Government of Mauritius.

Belgium

Prince Albert and Princess Paola of Belgium, accompanied by the Vice Prime Minister of the Belgian Government, visited Canada between May 6 and 15. During their stay in Ottawa, a cultural agreement was signed between Belgium and Canada. They subsequently visited Montreal and Quebec City and some parts of northern Quebec.

Burma

Brigadier Tin Pe, the Minister of Trade and Co-operatives of Burma, visited Ottawa, Montreal and Quebec City from May 8 to 16.

Austria

The Federal President of Austria, Franz Jonas, accompanied by the Austrian Minister of Foreign Affairs, visited Toronto, Ottawa, Montreal and Quebec City between May 8 and 16. While the Austrian party were in Ottawa, an extradition treaty was signed between Austria and Canada.

Czechoslovakia

The President of Czechoslovakia, Antonin Novotny, accompanied by the Minister of Foreign Affairs and the Minister for Culture and Information, visited Ottawa and Montreal between May 14 and 18.

Canada's Approach to the Vietnam Conflict

The following article, which consists of the text of the second of the three Jacob Blaustein Lectures for 1967, delivered by the Secretary of State for External Affairs, the Honourable Paul Martin, on April 27 at Columbia University, is presented here because of the relevance of the historical background to the present Vietnam conflict to any settlement of the problem.

In my first lecture I dealt with the Canadian approach to peace keeping by the United Nations and with ways in which the many obstacles to an effective exercise of this function might be overcome. For many reasons, we believe that the United Nations, despite certain weaknesses, is, in the long run, the most suitable international instrument to keep the peace. For the present, we have to face the fact, however, that in certain situations the United Nations may be powerless to act and that other arrangements may have to be made to provide an international presence in sensitive areas.

The Geneva Conference of 1954, which brought an end to hostilities in Vietnam, Laos and Cambodia, was the classic case of the attempt at peaceful resolution of conflict outside the United Nations context. The conference on Indochina, which grew out of the Berlin conference of the Big Four in January 1954, and which was linked with the Korean conference which preceded it, was limited in membership to the five great powers — the United States, the Soviet Union, Communist China, Britain and France — and the four Indochina governments — Laos, Cambodia, the State of Vietnam and the Democratic Republic of Vietnam. Five of the nine participants were not at that time members of the United Nations, and the four permanent members of the Security Council who were involved in the Geneva Conference were as deeply divided on the issues of Korea and Indochina as they were on the issues of Europe; it is not surprising, therefore, that negotiations did not take place under UN auspices.

Unresolved Issues

The Geneva Conference achieved a cease-fire and made an attempt at providing a basis for a long-term political settlement in the area. It created, in the International Commissions for Supervision and Control, a supervisory mechanism which to a large extent ensured the short-term viability of the military cease-fire arrangements. However, by not taking full account of the deep-rooted political and ideological divisions which were never far beneath the surface, the conference left unresolved certain issues which were fundamental to Indochina. As these issues emerged in new forms in the years following 1954, it became clear that, as in the United Nations, the absence of agreement among the big powers on long-term objectives, and irreconcilable contradictions among the countries directly involved, can undermine the effectiveness of any international peacekeeping operation.

I should like to examine the special case of Vietnam in some detail, not only because of the broad international implications of the war in Vietnam but also because Vietnam in many ways represents the severest test to which international peace-keeping has been put. There are many strands woven into the complex fabric of the Vietnam tragedy. As the Minister responsible for Canadian foreign policy, I shall examine the problem of Vietnam and peace-keeping from the point of view of Canada as a member of the International Supervisory Commissions. The Canadian decision to accept the invitation to participate in the International Commissions in Vietnam, Laos and Cambodia represented the beginnings of a major Canadian involvement in Asia. Furthermore, nearly 13 years of participation in international supervision in the area has inevitably led the Canadian Government to concentrate today on ways of achieving not only a peaceful settlement of the war but also a settlement which may be more permanent than the one which was attempted in 1954. Our experience has, of course, conditioned our point of view; on the other hand, this should not be interpreted as indicating any insensitivity to other viewpoints, and particularly to the wide range of considerations affecting the policy of the United States in the area.

A Frustrating Role

During the postwar era, Canada has played many roles in the world. It has been a loyal member of NATO throughout the many crises which have been faced in Europe; it was a member of the United Nations forces in the Korean war; it has been a participant in nearly every peacekeeping operation undertaken by the United Nations. In a sense, our role in Vietnam has been the most frustrating and disillusioning. Like many other countries, we have sensed a tragic inevitability in the developments leading up to the present war; as a member of the International Commission, with a direct responsibility for assisting in the maintenance of the peace in Vietnam, we have been particularly sensitive to the apparent inability of the countries involved in the area to deflect developments. As a result, we examine our own experience in an attempt to determine why the 1954 settlement went wrong and how, when a new settlement is achieved, the same mistakes can be avoided.

The Vietnam crisis cannot, of course, be explained or understood solely in terms of the events of the past decade or two. As with so many of the states of the world which are struggling to modernize their political and economic structures, the problems of Vietnam are the problems of history, of political traditions, and of centuries of rivalry and war. The present division of Vietnam is not a new situation; the fact that a wall separated two warring dynasties in the seventeenth and eighteenth centuries is not irrelevant to any analysis of today's problems. The isolation of the villages of South Vietnam from central authority is not a modern phenomenon but simply a continuation of a problem which even the most illustrious and powerful emperors of Vietnam were seldom able to

resolve. The economic impoverishment of the area is acute when compared to the rising expectations of the modern age, but nevertheless is simply a continuation of an economic condition which has prevailed for hundreds of years. The effect on Vietnam's neighbours of the present political and military hostilities is little different from the clash of empires and the reactions to the steady territorial expansion of the Vietnamese people since the Middle Ages. Nevertheless, although it is necessary to recognize the continuity of these problems, the world of the mid-twentieth century is no longer prepared to accept their inevitability. The world community in the nuclear age is becoming increasingly conscious of the need to create an international order in which necessary political and social changes can be accomplished by peaceful means and disputes between nations and peoples can be settled without violence. The resources of the developed world are being used more and more to break the chains binding the peoples of Asia to the poverty and violence of the centuries. The war in Vietnam presents a serious obstacle to these massive efforts and, if the historical roots of discontent and insecurity in Southeast Asia are to be effectively removed, a way must be found not only to bring that war to an end but also to provide a basis for a more viable settlement than the one projected by the Geneva Conference in 1954 turned out to be.

Two Vietnamese Communities

When the Geneva powers met in 1954, the war in Vietnam had been in progress for eight years and had spilled over into Laos and Cambodia. It was not, as is sometimes stated, a war between France on the one side and all Vietnamese nationalists, led by the Communists, on the other. In the beginning, France certainly played the role of a colonialist power attempting to maintain some kind of presence in the states of Indochina, and the Communist-led Vietminh were strongly motivated by nationalist feelings. Before long, however, subtle changes occurred. Nationalist non-Communist elements within the Vietminh were gradually denuded of power and influence or completely eliminated. The French, at the same time, found themselves allied with many Vietnamese who were just as determined as the Vietminh to achieve an independent Vietnam but who were prepared to pursue their objective by political, rather than military, means and who were at least as opposed to Communist control as to French colonialism. As the war progressed, the differences between Vietnamese became more pronounced and there emerged, as there had before so often in Vietnamese history, two Vietnamese communities struggling for the right and the power to govern all of Vietnam.

When the élites reflecting these two communities went to Geneva in 1954, "North Vietnam" and "South Vietnam" did not exist. There were only two governments — one Communist and one non-Communist, both claiming sovereignty over the whole of Vietnam and over all Vietnamese. The Democratic Republic of Vietnam, recognized by all the countries of the Communist bloc,

and the State of Vietnam, recognized by more than 30 other countries, both attended the Geneva Conference as sovereign states and as full participants in the deliberations of the conference, and the armed forces of both governments were intermingled in combat from the Chinese border in the north to the Camau Peninsula in the south. The State of Vietnam had, however, delegated command over its armed forces to the high command of the French Union Forces, which had the primary responsibility for the conduct of the war, and it was perhaps only natural, therefore that the burden of negotiations on the Franco-Vietnamese side should have been borne by France, especially in a conference dominated by the big powers. A sharp divergence of policy developed, however, between France, which intended to withdraw from Indochina, and the State of Vietnam, which intended to exercise its right to govern Vietnam. The State of Vietnam, from the beginning of the conference, had opposed the partitioning of the country and had pressed for United Nations supervision until peace and order could be restored, at which time free nation-wide elections could be held under UN supervision. On the other hand, in the atmosphere of urgency which surrounded the conference, it was perhaps inevitable that the effective decisions concerning cease-fire arrangements should be negotiated by those in effective control of the armed forces engaged in the war, and that the position of the State of Vietnam concerning partition should have received so little attention during the efforts being made to separate and regroup the forces of both sides as quickly and as expeditiously as possible.

Sowing of Dragon's Teeth

If this had been restricted to the cease-fire agreement which was ultimately signed by representatives of the French Union Forces and the Communist "People's Army of Vietnam", the implications probably would not have been serious. Arrangements, however, were also considered for the final political settlement, which envisaged general elections being held within two years to bring about the unification of Vietnam, even though no agreements were signed to this effect, and although the State of Vietnam explicitly dissociated itself from the projected arrangements.

With the wisdom of hindsight, we can see how the dragon's teeth were sown. But in July 1954 there was a general sigh of relief throughout the world. The war in Indochina, with all its attendant risks, was over. Attention turned to the immediate tasks of the cease-fire agreements and to the arrangements for carrying them out. It was apparent that in the tense international atmosphere of the time, and in the wake of a bitter war, the peacekeeping role of the International Commissions would be vital.

Canada, although it had been represented at the Korean Conference, had not played any direct part in the negotiations on Indochina. The Government was aware that the composition of the International Supervisory Commissions had been one of the important points of disagreement between the Communist

and Western delegations, but it had no reason to anticipate the invitation which was extended to India, Poland and Canada after the cease-fire agreements had been negotiated and signed. Acceptance of the invitation was not an easy decision. Canada was geographically remote from Indochina and had no traditional interests in the area. The settlement had been reached outside the United Nations, and that organization would not be involved in the supervisory function. Canada had not had a voice in creating the terms of reference under which it was now being asked to operate. Finally, we were very aware of the deep cross-currents surrounding the Geneva Conference and recognized that the International Commissions themselves might be caught in the middle of any breakdown of the settlement.

Canada Accepts Supervisory Role

Nevertheless, despite our reservations, and despite our recognition of the responsibilities and difficulties which membership in the Commissions would entail, Canada accepted the invitation. Canadian foreign policy was firmly committed to the peaceful resolution of disputes, and it was clear that the effectiveness of the cease-fire reached in Geneva would to some extent depend on the supervisory arrangements. It was true that the United Nations was not involved, but at least an international presence had been provided for. It was possible to hope that this presence might place some restraints on the big powers whose interests were so directly engaged in Indochina, and that the Commissions would exert a general stabilizing influence on the region.

It was clear that the Commissions would have only limited powers and resources; on the other hand, they had no responsibility themselves for the execution or enforcement of the agreements. The parties themselves were required to carry out their undertakings and, if violations of the cease-fire agreements occurred, and if the recommendations of the Commissions were not implemented, the Commission was expected to report the circumstances to the members of the Geneva Conference. Thus, although in the last analysis the fulfilment of the provisions of the cease-fire agreements in Vietnam, Laos and Cambodia would depend on the co-operation of the parties, the Commissions, by acting as the eyes and ears of the international community, could perform a worthwhile function by providing an element of disinterested deterrence to open violations of the cease-fire.

Canada's decision in 1954 to participate in the Vietnam Commission represented an attempt to contribute to the peace and stability of Southeast Asia. It was clear that, in proposing India, Poland and Canada as members of the Commissions, Communist China had envisaged a *troika* arrangement in which Poland would represent the interests of one of the parties, Canada would represent the interests of the other, and India, as the major neutral power of the time, would cast the deciding votes. We were aware of the difficulties of the so-called "Neutral Nations Commission" in Korea, in which the requirement

for unanimity had hamstrung the Commission. The Indochina Commissions at least provided for majority decisions on a wide range of matters, and for majority and minority reports on the major issues.

Objective Approach Favoured

Despite the temptation to live up to the conference's expectations, Canada decided from the beginning to avoid the role of rigid advocate for the West and, instead, tried to promote an objective and balanced approach by the Commissions. We were firmly convinced, and remain so to this day, that neither the work of the Indochina Commissions nor the future of international peace-keeping would be served if the members of the Commissions gave the impression of being swayed by political bias, and of ignoring the terms and intent of the cease-fire agreements in the interests of one side or another. We encountered many difficulties in carrying out this policy, but after 13 years we remain convinced that it was the right one.

Because the 1954 settlement did not produce a lasting peace, it is sometimes argued that the International Commission in Vietnam failed in its role. As I have pointed out, however, the Commission was not envisaged as an enforcement agency. It had not been given the terms of reference, the authority or the resources to impose its will on the parties, and was expected to leave the actual task of keeping the peace to those directly involved, to act in such a way as to encourage observance of the Cease-Fire Agreement, and to keep the members of the 1954 conference informed of results. The deterioration of the situation in Vietnam had complex origins, and, although the weaknesses of the supervisory process no doubt contributed to the eventual breakdown, there were other important factors, arising out of the nature of the 1954 settlement itself, the policies and objectives of the two Vietnams, and the atmosphere created by the policies of the major world powers.

Let us first of all look at the 1954 settlement. I have already mentioned how the anxiety of most of the major powers to achieve a cease-fire led to a situation in which little weight was given to the clearly-stated position of the State of Vietnam. The conference, by ignoring the position of the government which claimed to speak for the non-Communist community of Vietnamese, and by projecting nation-wide free elections in 1956, had set forth an objective which was certain to pose problems — unless of course the State of Vietnam collapsed in the interim. The political objectives of the governments representing the two communities of Vietnam were in direct conflict, and this became more and more evident in the months following July 1954. Furthermore, the Government of the State of Vietnam, instead of collapsing, as many observers of the time expected it to do, consolidated its position and, by so doing, achieved the ability to resist in practice the political settlement which it had opposed throughout the Geneva Conference.

Commission Handicaps

The political environment in Vietnam, therefore, was inherently unstable. The mandate of the International Commission, however, related not to the political settlement but to the supervision of the Cease-Fire Agreement. The history of the Commission's work in this field is fairly clearly set out in the various reports it submitted to the Co-Chairmen of the Geneva Conference between 1954 and 1965. In summary, I think it is fair to say that the Commission was reasonably successful in its task of supervising and facilitating the disengagement of forces, and their regroupment in the two zones of Vietnam. Both the French high command and the People's Army of Vietnam had an interest in implementing the cease-fire provisions, and as a result the Commission was able to act effectively and constructively during the early stages. On the other hand, when the interests of the two sides diverged, and when the Commission tried to supervise effectively aspects of the Cease-Fire Agreement which one side or the other felt interfered with its national objectives, the International Commission found its supervision interfered with, evaded or thwarted. The agreement, for example, provided that, in both zones, the democratic freedoms of the population were to be guaranteed and that no reprisals were to be taken against persons for their activities during the hostilities. North Vietnam submitted innumerable complaints to the Commission alleging reprisals against persons in South Vietnam who were "former resistance workers". The South Vietnamese Government complained that North Vietnam was carrying out subversive activities in the south, and that the Commission would not be permitted to investigate allegations of reprisals until it took some action against North Vietnam for the alleged subversion. In neither North nor South Vietnam was the Commission ever able to ensure that "democratic freedoms" were extended to the populations. Similarly, despite the build-up of the North Vietnamese army in the period immediately following the cease-fire, the Commission was never able to detect the entry of a single piece of military equipment into the country. Violations of the Cease-Fire Agreement occurred in both North and South Vietnam and, although the Commission could from time to time report to the members of the Geneva Conference on at least some of these violations, there was no way in which pressure could be effectively brought to bear on the governments concerned to force them to remedy the situation. Indeed, because the Commission was dependent on services and facilities extended to it by the governments concerned, it was severely handicapped even in its attempts to investigate possible violations.

Defects of Troika Idea

I have already referred to the *troika* structure of the Commission, which was designed to reflect what were assumed to be the three main blocs — Communist, Western and "neutralist". Our experience since 1954 has not led us to believe that this type of control mechanism is well suited to international peace-keeping. If the assumption is made that two of the three members of the *troika* will auto-

matically assume the role of advocate for their respective "sides", it is obvious that an intolerable burden will be placed on the third member, which is cast in the role of an arbiter. In effect, that third member is expected to assume the full responsibility for every decision which is taken by the peacekeeping agency and to accept, as a result, the foreign-policy implications of such decisions as they apply to the arbiter itself. In a situation such as exists in Vietnam, where, as I have said, Canada has consistently attempted to act objectively and to support findings against either side if they are substantiated by impartial investigation, the burden on the third country is reduced to some extent, but not, unfortunately, to the point where it can act without any reference at all to the implications on its own national position. We have encountered difficulties in our position too. I think it is generally assumed that Canada was named to the International Commission to represent Western interests. If this were understood and accepted by all parties, it would be possible, in theory at least, to act accordingly. Indeed, it would simplify the task. On the other hand, given Canada's role as a major participant in UN peacekeeping operations, it is impossible for us, in a situation such as Vietnam, to play the role of a special pleader for any one party without cutting across our broader goal of strengthening the United Nations as an impartial and objective agency for the settlement of international disputes.

International Factors in Failure

I have touched on the contribution to the failure in Vietnam which was made by the 1954 settlement itself and by the weaknesses of the supervisory agency. There were in addition, however, broader international factors which contributed to the deterioration of the situation. In 1954, the cold war between Communism and the West still existed in Europe, and only one year after the cease-fire had been achieved in the bitter Korean war an atmosphere of hostility permeated Asia. In this environment, it was probably inevitable that in Vietnam — as in Germany, China and Korea — the two communities should become the protégés of the major powers representing the ideological, political and military division of the world at that time. The conflicting objectives of the two Vietnamese communities thus became the objectives of the Soviet Union and China, on the one hand, and of the United States and other Western and Asian countries, on the other. The line at the 17th Parallel, which had created North and South Vietnam in 1954, had not been envisaged as a permanent frontier any more than had the lines between the two Berlins, the two Germans, or the two Koreans. Nevertheless, the commitment of the prestige of the major powers to the protection of the two Vietnamese states made unification of the country impossible, and made the 17th Parallel as sensitive a dividing-line as the others.

Summary 1954-1962

The story of the succeeding years was best summed up by a majority report of the International Commission issued in mid-1962. The Commission, following

examination and investigation of South Vietnamese complaints going back to 1955, informed the foreign ministers of Britain and the Soviet Union, acting as Co-Chairmen of the Geneva Conference of 1954, that "armed and unarmed personnel, arms, munitions and other supplies" had been sent from North Vietnam into South Vietnam "with the object of supporting, organizing and carrying out hostile activities, including armed attacks directed against the armed forces and administration" of South Vietnam, and that the North Vietnamese authorities had allowed North Vietnamese territory to be used "for inciting, encouraging and supporting hostile activities in the zone in the South aimed at the overthrow of the administration" in South Vietnam. The Commission also reported that South Vietnam had received military aid from the United States in quantities in excess of those permitted by the Geneva Agreement of 1954 and had made military arrangements with the United States which amounted to a factual military alliance. The Commission recommended that all violations of the Cease-Fire Agreement should cease in order to avert the threat of the resumption of open hostilities. The recommendations of the Commission were not heeded. North Vietnam's campaign of infiltration and subversion increased, as did the entry of United States military personnel and equipment; and, by the beginning of 1965, with the commitment of United States combat troops to the support of South Vietnam, the war had passed into a form not very different from that preceding the cease-fire in 1954. It continues to intensify.

Erosion of Cease-Fire

With its special message of 1962, to which I have just referred, the International Commission passed into a new stage of its existence. We had to face the fact that the 1954 settlement had broken down completely and that a new war in Vietnam was confronting the international community. North Vietnam, which had signed the Cease-Fire Agreement, had, according to the evidence of the International Commission, violated the cease-fire in an attempt to establish the control over all of Vietnam which it had expected to achieve through the elections envisaged in the Final Declaration. South Vietnam, which did not consider itself bound by an agreement that it had not signed (but which had undertaken not to use force to resist the implementation of the cease-fire clauses), had also violated the cease-fire provisions. Progressively, the Cease-Fire Agreement had been eroded to a point where the International Commission remained its only functioning component.

The Canadian Government, although it recognized the futility of supervising a Cease-Fire Agreement which was being breached by both Vietnamese governments, considered that every effort had to be made to bring about an end of the war. We saw in the International Commission a symbol of the 1954 settlement, a possible channel for negotiations between the opposing forces in Vietnam, and the possible nucleus of some future settlement. Questions are sometimes raised in Canada about the desirability of continuing Canadian partici-

pation in the Commission. We have weighed the various aspects of the problem very carefully and we continue to believe that we should maintain our participation.

Continuing Faith in Commission

None of the interested parties have suggested that the International Commission should be withdrawn or that its mandate be cancelled. Furthermore, the Commission stands as a symbol of the 1954 Cease-Fire Agreement and can be considered as an indication of the continuing interest of the Geneva powers in the situation. Most important of all, however, is our belief that, in the right circumstances, the Commission might be able to make a positive contribution to a peaceful settlement of the Vietnam issue. The Canadian Government has attempted on a number of occasions to explore, with its Commission colleagues India and Poland, the possibility that the Commission might play a useful role in bringing the opposing parties closer together. So far it has not been possible to achieve this objective. Nevertheless, we recognize that Canadian participation in the Commission provides us with a special opportunity to maintain a dialogue with the parties most directly involved in the war. Mr. Chester Ronning, the former Canadian High Commissioner to India, has made two visits to Hanoi as a special representative of the Canadian Government, and his visits were of great assistance in interpreting and clarifying the position of the North Vietnamese Government. The Canadian Commissioner to the Vietnam Commission visits Hanoi frequently, and is able to have full and frank exchanges with the authorities there. During my visit to Europe last autumn, I explored the problem in depth with the Governments of Poland and the Soviet Union. I have maintained continuing consultation with all parties and personalities who are in a position to bring their influence to bear on behalf of peace in Vietnam. Canada has, of course, fully supported the constructive initiatives which have been taken by other nations of the world.

The fact that our efforts to contribute to the search for a peaceful settlement in Vietnam have not borne fruit is not, in my opinion, a reason for abandoning them. The present conflict must be brought to an end; a key must be found to open the door to an honourable negotiated settlement. We shall continue in our efforts to find that key.

Value of Cease-Fire Agreement

Many attempts have been made to create circumstances in which talks or negotiations leading to a cease-fire, and opening the way to a lasting settlement, might begin. None of these attempts have succeeded, but they have made it possible to assess in some detail the positions of the two sides and to delineate fairly precisely the action required to roll back the level of hostilities to a point where discussion becomes possible. I recently suggested that the 1954 Cease-Fire Agreement, which concentrated on arrangements for a cease-fire and a dis-

engagement of forces, contained the objectives which we are seeking today. It seems clear that, in existing circumstances, an overnight cease-fire cannot be expected. On the other hand, a progressive re-application of the 1954 cease-fire terms would not only help to create a favourable climate for discussions between the two sides but, by enabling the two sides to engage in a step-by-step de-escalation, would itself create a certain momentum in the movement towards negotiations.

Four-Stage Process

I should envisage the process being carried out in four stages. The first step would involve restoring the demilitarized character of the zone on either side of the 17th Parallel and a reactivation of those provisions of the Cease-Fire Agreement which prohibit the use of either North or South Vietnam for the carrying out of hostile acts against the other. In my view, this step would have to include the bombing and any other military action against North Vietnam. The second stage would involve freezing the course of military events in Vietnam at its existing level. Both sides would undertake not to engage in any military activities which differed in either scale or pattern from existing activities; it might also involve a prohibition on the reinforcement of military personnel and equipment into North or South Vietnam from any source. The third stage would involve the cessation of all active hostilities between the parties. The fourth and final stage, which would complete the process of return to the cease-fire provisions of the 1954 settlement, would provide for the exchange of prisoners, the withdrawal of outside forces and the disposal of military bases.

I recognize, of course, that proposals such as this cannot contribute much to the situation until both sides are prepared to accept them. I remain convinced, however, that some process such as the one I have outlined must ultimately be accepted if we are to emerge from the Vietnam impasse.

It would be a mistake, however, to think that the commencement of talks and the opening of negotiations would automatically solve the problem of Vietnam. We have to bear in mind the lessons of the 1954 Conference and avoid any tendency to ignore the harsh political realities of the situation. We know now that these realities inevitably surface in a more virulent form unless appropriate arrangements are made to take them into account.

At this stage, it is, of course, impossible to set out a detailed formula for a lasting settlement in Vietnam and the neighbouring area. Nevertheless, we think it is possible, on the bases of past experience and present facts, to set out certain broad considerations which will have to be taken into account if any settlement is to be more than simply a pause in a steadily deteriorating situation.

Conditions for a Settlement

First, the fact that a military solution is neither practicable nor desirable has become almost a truism. It is becoming clear that in existing circumstances

North Vietnam will not be able to impose its control over South Vietnam by military means or, more accurately, by the politico-military means which are the hallmark of wars of national liberation. Given a stabilization of the military balance, the two regimes and the two communities in Vietnam will have to find ways of accommodating their respective interests and avoiding recourse to the violent methods which have led to the present war.

Second, some way will have to be found to return to the basic provisions of the Geneva Cease-Fire Agreement of 1954. In practice, this will of course involve a continuation of the *de facto* division of Vietnam — a situation which neither North nor South will view with equanimity. Nevertheless, it seems evident that until ways can be found to blur and ultimately eliminate the dividing-line by peaceful means, and by mutual consent, the alternative is a continuation of the present dangerous situation.

Third, we must recognize that, although a return to the 1954 cease-fire arrangements holds out the best hope for a beginning of a lasting settlement, the people of Vietnam are one people and must ultimately join together in one country. For the time being, however, the participants in a future conference must face up to the fact that there are two distinct communities in Vietnam, just as there are two communities in Korea and in Germany, and that these two communities must both agree when and how arrangements should be made for reunification. Most of the big powers at the 1954 Geneva Conference paid lip-service to the cause of reunification, but in the circumstances of the time were led to ignore the existence of the two communities; we have seen the tragic results of this mistake. We see no reason, however, why the realities of the situation should lie too heavily on the individuals affected, and we should hope some arrangement could be worked out whereby reasonably free movement between the two zones could be permitted to allow at least the reunification of families.

Need for International Supervision

Fourth, we think it inevitable that any settlement in Vietnam will have to be effectively supervised by an international presence. We should expect all outside forces to withdraw from both parts of Vietnam as soon as conditions permitted, and we should hope that both Vietnams would undertake to avoid inflammatory propaganda attacks on each other in the interests of contributing to the development of the kind of atmosphere that will make possible meaningful contacts between them. Whatever the terms of a settlement, however, both Vietnams and the other countries directly involved will want assurances that the terms of the settlement are being carried out. I should expect that international supervision, to be successful, would have to be backed up by firm understandings between the major powers involved in the settlement and by some form of guarantees by these same powers.

Fifth, although we have no firm views as to what form international super-

vision might take, we think it will be generally accepted that the international agency involved should be so constituted as to have the confidence of all parties to the settlement. As I have mentioned, the present Commission has a number of weaknesses, and it may be necessary to give a new agency a different composition, more clearly defined and more effective powers, and greater resources; otherwise, there will always be the risk that the parties directly concerned with the problem will consider it necessary to resort to unilateral action to rectify breaches of agreements. This, as we know, could mean the complete breakdown of the settlement. As far as Canada is concerned, I should be prepared to recommend that we co-operate, within the limits of our available resources, in the constitution of a new supervisory force. We should also expect to contribute, on the basis of our long experience in the area, our judgment and our advice on the nature of the supervisory agency.

Self-Determination for Vietnamese

Sixth, we believe that the Vietnamese people, like all peoples of the world, should be able to determine their own political future and create their own institutions. We have welcomed the progress which has been made in South Vietnam to bring about the conditions in which a constitutional government, responsive to the wishes of the people, can be elected. We should anticipate that, with the creation of a peaceful environment, ways could be found to provide an opportunity for all segments of the South Vietnamese population — including adherents of the Viet Cong — to participate in the political life of South Vietnam on the same basis as other groups. I should like to hope that the same opportunities could be extended to the population of North Vietnam. The creation of constitutional and responsive governments in both parts of Vietnam would, I am convinced, contribute much to a peaceful resolution of differences. There is no doubt in my mind that the populations of both Vietnams are anxious to find peaceful ways of coming together and to avoid a recurrence of the present situation.

There are, of course, other issues lying beyond Vietnam which must be resolved if peace is to be achieved and maintained in that country. Laos and Cambodia, which both aspire to a neutral status that would protect them against outside interference, must be given an opportunity to pursue their own destinies. In 1962, an agreement guaranteeing the neutrality of Laos was negotiated and signed by 14 countries. Despite this, the International Commission has reported major violations of the settlement by North Vietnam and is awaiting permission to enter Communist-held areas in order to investigate charges of United States violations. I think there is much merit in proposals which have been made for the neutralization of Vietnam and much of the rest of Southeast Asia, and I should think most of the countries of the region would wish to acquire neutral status if this could be effectively guaranteed and if it would prevent the constant interference in their internal affairs which is so prevalent today.

Question of China

In the background, of course, is the great question of Communist China, without whose co-operation no lasting stability can be achieved in Vietnam or any other part of Southeast Asia. To some extent, the policies of China can be interpreted as the result of fear, insecurity and wounded pride. It is difficult, I know, to find a prescription which will eliminate these deeply-rooted elements of Chinese policy; on the other hand, I am convinced that it is in all our interests to continue our attempts to penetrate the wall of suspicion and hostility which surrounds the leaders in Peking.

Finally, we recognize the close links which exist between the requirements of stability in Southeast Asia and the requirements of economic development. The United States has already made an immense contribution to these requirements and has promised even greater commitments once peace is established. Canada, through the Colombo Plan, its participation in the Mekong Basin project, and through its commitments to the Asian Development Bank, is also playing its role in this area and we shall continue to do so.

The task of bringing permanent peace and stability to Vietnam and Southeast Asia is an immense one, which I am sure will occupy not only the countries of that region but the whole world community for many years to come. Any formula for peace will inevitably be as complex as the factors involved in the present situation, and the path to a right formula will be strewn with obstacles and disappointments. Nevertheless, the war in Vietnam must be brought to an end and the peaceful future not only of Vietnam but all of Southeast Asia must be assured. Since 1954 Canada has done its best to prevent a war in Vietnam. It is now doing its utmost to help to bring the war to an end. When a settlement is achieved, we shall do our best to ensure that it is a permanent one.

Canada's Role in the United Nations Peacekeeping Efforts

The following article consists of the text of the first of the three Jacob Blaustein Lectures for 1967 delivered to the School of International Affairs, Columbia University, on April 26 by the Secretary of State for External Affairs, the Honourable Paul Martin :

It is appropriate to begin this series of lectures with the subject of Canada's role in supporting UN peace-keeping. Keeping the peace is the primary purpose of the United Nations and is, therefore, of great significance in itself. I have in mind more especially, however, that Canada's policies in support of peace-keeping are particularly relevant to an understanding of the Canadian outlook on the world. For reasons which have to do with our geography, our resources and our relatively recent development as an independent state, we have chosen, perhaps unconsciously, to concentrate a good deal of our foreign policy energy in the realm of international organization. It would not be fanciful to suggest that, having few illusions about the past to shape our conception of the national interest, we have tried to frame our policies more fully in terms of future international requirements and responsibilities. It so happens, as well, that to play our distinctive part in the building of international institutions corresponds to the Canadian urge to look outwards, to find, if we can, a counterweight to the enormous if benign influence of our great neighbour. We have been fortunate, moreover, to have had some extra margin of wealth and stability to devote to these purposes. If my remarks suggest, therefore, that Canada's interests often coincide to a degree that is unusual with the efforts of the UN to keep the peace, I shall be well satisfied.

Some of you will be accustomed to reading in the press about stalemate, deadlock or failure at the UN on the subject of peace-keeping. These reports are, of course, discouraging. Yet they are also partial. They do not reflect the fact that, while there is disagreement in New York, there is action in the Middle East, or in Cyprus, or in Africa which helps to preserve the peace. On the one hand, the General Assembly has not been able to reconcile the differences which divide member states over questions of principle but, on the other hand, these same member states have responded to clear and urgent requirements to initiate and to keep in being UN forces and teams to patrol, to supervise and to conciliate.

Emergence of World Community

The disagreements are hardly surprising. For the first time in human history, something resembling a world community is emerging from the dissolution of empire and the simultaneous spread of technology. Everywhere men pursue the same goals. Yet few are able to measure significant progress in reaching them.

Disparities in national wealth, the indignities of racial discrimination, the rivalries stimulated by artificial boundaries and uncertain loyalties, all of these generate tension and conflict on a scale which is world-wide. Yet, if the complexities are greater, so is our determination to act together to find solutions.

If we do not act together, then the dangers of losing control are all too familiar to our post-Hiroshima generation. Every schoolboy has heard the term "escalation" and knows immediately to what it refers. This, too, is a new phenomenon. In the past, governments have been prepared to go to war if necessary to gain their ends or to defend their interests, knowing that defeat, while never expected, would not destroy the nation state itself. Today no government can take or contemplate military action, whatever the reason, without a strong sense of the limits beyond which all such action would be suicidal.

Thus, on the one hand, the conditions which make for conflict and the use of armed force in world affairs are of unprecedented scope. On the other hand, the potential effects of modern weapons impose on the conduct of states and the calculations of statesmen unprecedented limits. In these circumstances the UN is bound to be both a battlefield and a conference room. It must reflect, as well as contain, the impulse for change. It has served, in the words of one student of the subject, as the registrar of prudential pacifism.

Great Power Co-operation Illusory

The conditions I have just described were not all foreseen by the founders of the UN. Certainly none would have imagined a membership of 122 states after only 22 years. Nor could they have anticipated that one of the major premises of the Charter would prove to be unworkable. This was the assumption that the permanent members of the Council would co-operate in order to maintain peace. True, the statesmen of 1945 were not so naive as to expect such co-operation to be automatic. But they did assume that, without great-power understanding, the security system laid down in the Charter would not function. The governments which had won the war were quite naturally determined that it should not happen again and that the combined strength of China, France, the U.S.A., the U.S.S.R. and Britain should serve to deter any potential aggressor. If these powers could not agree, it was thought, then no security system could save the peace.

It was not until later that peace-keeping by consent, as we now understand it, and by the lesser powers, came to be regarded as the standard form of UN military action. It was this reversal, however, which enabled Canada to participate in peace-keeping in quite unexpected ways. Instead of the great powers banding together to threaten any aggressor with overwhelming force, the middle and small powers were called upon to police situations which otherwise might have led to great-power intervention.

Canada emerged from the Second World War with military capacities and economic strength second only to that of the great powers. It had developed

close working relations with the U.S. and British Governments, and, from an early stage, was consulted about the postwar institutions and arrangements which were under discussion by these powers. It was both aware, therefore, of a new-found status in world affairs and anxious to enter into commitments which would satisfy this status. Bismark is said to have remarked once about a European rival that it had developed an appetite for power without the teeth. About Canada it might have been said after the war that it had developed both the appetite and the teeth for a new international role. This was in sharp contrast with Canada's pre-war policies, which, by and large, had been directed to avoiding commitments and involvement in the affairs of the world even though it remained a member of the League of Nations.

Canada Speaks for Middle Powers

At San Francisco, therefore, Canada directed its efforts towards strengthening the provisions of the Dumbarton Oaks proposals in respect of the rights and responsibilities of the so-called middle powers. Canada pressed strongly for the adoption of qualifying rules for election to the Security Council which would recognize the contributions member states might make to the maintenance of international peace and security. This idea was incorporated into Article 23 of the Charter. Canada was also responsible for the adoption of what became Article 44 of the Charter, providing for consultation between a member state and the Council before the latter called for the provision of that member's armed forces for enforcement action. The Prime Minister of Canada explained at the time that the imposition of sanctions would "raise especially difficult problems for secondary countries with wide international interests" because, while the great powers would be able to prevent by the veto any decision to impose sanctions, the so-called secondary countries would apparently not have any choice in the matter, despite the possibility they would be called upon to participate. Thirdly, Canada was responsible for the provision of the Charter now incorporated in Article 24 (3) which requires the Security Council to report periodically to the General Assembly. The purpose was to give the Assembly some sense of supervision of the Council's acts, although it has not turned out that way. On all these issues Canada pursued policies which were consistent with its wartime record and its postwar position as a leader of the secondary powers.

In subsequent years, Canada continued to look for and to follow policies which satisfied these general capacities and needs. We fully expected to play our proper part in the building of the collective security system sketched in Chapter VII of the Charter and we were alarmed and disappointed by the early signs of disunity in the Security Council and by the breakdown in 1947 of negotiations between the permanent members of the Council on the question of UN armed forces. We were obliged to turn elsewhere for the satisfaction of our security requirements. Yet, even as we ratified the NATO Treaty in 1949, we did not despair of the UN's capacity to fulfill its primary purpose. The present

Canadian Prime Minister, Mr. Lester Pearson, said in Parliament at the time, for example, that "the North Atlantic Treaty will serve as an instrument which . . . will make it possible for (the free democracies) to use the UN with greater confidence and more hope of success."

Significance of Korean Force

The UN action in Korea was an apparent fulfillment of these hopes. Canada regarded it as the first effective attempt by the UN to organize an international force to stop aggression. We had contributed for the first time to a UN peace-keeping operation when military observers were sent to Kashmir in January 1949. We had also supported the Secretary-General's proposal for a UN field service. But it was not until 1950 and the opportunities provided by the decision to resist aggression in Korea that we began to organize the procedures and to think in the terms which we have followed since.

The Canadian Army Special Force, raised for service in Korea, would, we hoped, have a continuing function in carrying out Canada's obligations under the UN Charter. We urged other member states to earmark national contingents so as to be better prepared to resist aggression if and when called upon to do so by the UN. We welcomed the establishment by the Assembly of a Collective Measures Committee to look into the details of joint military planning. We appointed a representative to a UN Panel of Military Experts. Yet, once the Korean emergency had passed, the UN was to hear little more of these bodies. For the members of the NATO alliance, in particular, the strains and pressures arising from the military build-up in Europe soon pushed into the background the schemes for strengthening the UN. Moreover, after 1955 the character of the UN began to change. New member states added their distinctive interests to the torrent of talk and paper. The Western members no longer enjoyed the influence they had been able to bring to bear five years before.

In 1956, however, the development of crisis conditions in the Middle East enabled the UN once again to take measures which revived Canada's interest in defining its contribution to collective security. It was the UN Emergency Force which was to be the fruitful precedent for the growth of the conception of peace-keeping. For the first time organized military forces were deployed and commanded without participation by the permanent members and outside the framework of the cold war. Canada made a special contribution to the ideas behind the new Force as well as providing its first Commander. On the one hand, it was a matter of urgent importance to us that some way should be found to bridge the gap which had opened up between our traditional European allies and the U.S.A. On the other hand, we saw in the situation an opportunity to implement the ideas we had put forward six years before at the time of Korea.

Lesson of UNEF

This is not the place to describe the characteristics of peacekeeping forces as

they were defined by Mr. Hammarskjöld in the light of the UNEF experience. What I wish to emphasize is that the lesson we drew from our participation in the Force was a further refinement of the earmarking idea. In addition to the desirability of governments themselves earmarking contingents for peace-keeping, we concluded that the UN Secretariat must be enabled to plan ahead in advance of the next emergency. It was just ten years ago that the present Prime Minister of Canada proposed, in an article which appeared in *Foreign Affairs*, that governments be invited to signify a willingness to contribute contingents to the UN for non-combatant purposes and that some central UN machinery be created to make advance arrangements and to direct future operations. Since 1957 Canada has itself made arrangements for units of its armed forces to be on standby duty for possible service with the UN.

Canada still participates in the UN Emergency Force ten years after its formation. The nature of our contribution has changed as the size of the Force has diminished. Yet the circumstances which brought about its despatch to the Middle East have not appreciably changed. Two questions arise. What have we learned about peace-keeping during these ten years? If the UN is to stay in the peacekeeping business (and experience suggests it will), how is responsibility for this task to be shared amongst the member states?

Let me first try to summarize what we have learned, based not only on our participation in UNEF but on our subsequent participation in the Congo Force, the Cyprus Force and in a number of UN observer groups sent to patrol frontiers and supervise cease-fires. The first conclusion to be drawn is that each operation is different and that no standard political guidelines will serve to prepare for the next. In the Middle East, for example, we have been called upon to supply a variety of needs, including administrative and maintenance support, mobile ground reconnaissance, air reconnaissance, and air transport. In the Congo we were asked to provide signallers. In Cyprus the need was for an infantry battalion. Again, the mandates of these various forces and groups have been different, ranging from defensive military action in the Congo to observation and reporting in the Yemen. The observers who went to Lebanon in 1958 did not have the same job as those in the UN Truce Supervision Organization who were already stationed on the borders of Israel.

Planners for Peace Must Improvise

In addition, the composition of each operation has varied with the political and social circumstances. Obviously, it is desirable, for example, that troops from African countries should be available for peacekeeping duties in Africa under UN auspices. In Cyprus, it makes more sense for troops from Western countries, broadly speaking, to be doing the job. On the other hand, the UN cannot restrict itself to a regional pattern of composition, for by definition a UN force represents the organization as a whole. The Canadian, Scandinavian and Irish troop contributions to the Congo Force demonstrated that non-regional assistance may

be desirable not only for political reasons but for reasons of technical efficiency and experience. I should conclude, therefore, that *ad hoc* methods of raising forces and some improvisation in planning are an element of contemporary peacekeeping experience which we shall have to accept. This does not mean that planning cannot be done in advance, and I shall make some suggestions in this respect. But we are right to be sceptical of schemes for elaborate staff-work and standing forces. We are still at a stage in international military organization where the first priority must be some agreement on the blueprints or master texts of peacekeeping procedures, these to be moulded to fit the individual circumstances of each operation. Even this measure of agreement has proved to be more difficult to accomplish than we expected ten years ago.

I want to emphasize, as well, the importance of establishing clearly the terms of reference or mandate of a peacekeeping force or observer mission before it is authorized to begin its work. The degree of clarity of such terms of reference will depend to a large extent upon the degree of political consensus that prevails amongst the parties to the dispute and the other governments concerned. This will usually depend, in turn, on the nature of the dispute or situation. If the situation involves internal disorder, it will be very difficult to lay down a clear-cut mandate. There will be other kinds of situation where the degree of consensus existing in the Council is so fragile that nothing can be agreed on other than a general instruction to prevent conflict or to supervise a truce.

It may be that it will be clearly preferable for the UN to intervene under these circumstances than for some other organization or government to do so without reference to the UN. We may have to accept the fact that the Force Commander and the Secretary-General will have little guidance. However, we should only come to this conclusion, I believe, after having accepted the risk that inadequate terms of reference might do serious harm to the prestige of the UN and to its future effectiveness. There will be no easy answers. But the Canadian Government will be found to give more searching examination to requests for assistance if it is not satisfied that the mandate provides sufficient guidance for the conduct of the troops on the ground.

Observers Must be Unhampered

There is a related point. Even if defined satisfactorily at the beginning of an operation, the mandate may be subject to interpretation or gradual erosion. Freedom of movement, for example, is particularly important for the carrying-out of any mission which involves observation of frontiers or the supervision of a return to normal conditions. Generally, it will be in the interest of the parties that such movement be as unrestricted as possible. But there will also be occasions when this is not so. It is now an accepted condition of peacekeeping that the host government consent to the operations and procedures followed by the UN. Nor, in principle, must the UN interfere in the internal

affairs of the host state. But it must be able to observe, to verify and where necessary to interpose. It will be the more difficult to carry out this task if there is not firm, consistent pressure on the parties to co-operate. Who is to exercise this pressure? It is unfair to expect the Secretary-General to do the job alone. The Security Council must give him the backing he needs. If it cannot do so, then contributors may have no choice but to re-examine their decision to participate in the operation.

A third important conclusion we would draw from our experience is that peace-keeping is a beginning, not an end. Perhaps the day will come when the UN is able to provide for forces and to maintain bases around the world on a semi-permanent basis. But that day has not yet arrived. In the meantime, contributions by governments of contingents of their forces for UN peacekeeping purposes will be based on the assumption that the parties to the dispute will get on with the job of settling their differences or re-establishing order. The UN cannot and must not be responsible for one party clearly gaining the advantage over the other. As a general rule peace-keeping and mediation should proceed concurrently. The Security Council resolution which authorized the Cyprus Force, for example, also provided for the appointment of a mediator. His report was not acceptable to all the parties to the dispute. But, if the latter do not soon find a solution by their own means, then the process of mediation must begin again.

Problem of Financing

The financing of peacekeeping operations has been a continuing problem, climaxed by the deadlock which prevented the nineteenth session of the Assembly from functioning normally. We have concluded from that experience that collective responsibility for financing, even on the basis of a special assessment scale which would take into account the economic capacities of member states and other relevant considerations, is not a principle which in present circumstances will be enforced by the Assembly. It is naturally in the interests of the countries which contribute contingents to UN forces that the costs of these contingents should be equitably shared by all, and there is no doubt in our minds that collective assessment based on a special scale is the most equitable method of meeting peacekeeping costs. It is now apparent, however, that such a method of financing will not be enforceable unless the Security Council so decides. What we should hope is that the Council would, in fact, decide on this method in most cases. If no agreement can be reached in the Council on that basis, then the next most satisfactory method of financing, if conditions permit, is for the parties to the dispute to pay the costs. Voluntary contributions may always be solicited as an extra source of funds where the expenses are heavy and the parties are unable to meet them. But in that case the members of the Council, and particularly the permanent members, should be the first, in my view, to contribute their share. The permanent members cannot reasonably claim a preponderant

voice in decisions to keep the peace if they will not help finance operations which they have authorized.

The final conclusion I should like to draw from Canadian experience with peace-keeping is that there is a very delicate balance between the requirements for efficiency and neutrality. In general, I should say, the more candidates for peace-keeping the better, even though this may mean some loss of efficiency. Over 40 UN members have participated in one or more peacekeeping operations. I should hope that this number could be substantially increased. It is disappointing that only a few have informed the UN of the kinds of force or service they might be able to provide if requested to do so. Peace-keeping ought not to be the business of any one group or of those who can best contribute the facilities and services required. Only when UN forces represent a wide spectrum of the UN membership can we be hopeful that the necessary political support will be forthcoming. All member states should be equally eligible, with two qualifications: the great powers should not usually be asked to participate, nor should states with a direct or particular interest in the dispute or situation. Peace-keeping, after all, is not only a method of preventing or stopping conflict; it is an international experiment from which the peace-keepers themselves have much to learn and which could be a forcing house for international military co-operation, with immense long-term benefits for world security.

I have spoken of the past and drawn some conclusions which point to the future. Let me now be more specific about how we might improve the UN's capacity to keep the peace. At the last session of the General Assembly, Canada co-sponsored a resolution which called for the adoption of a special scale for the financing of peacekeeping operations involving heavy expenditures, and recommended to the Security Council that it authorize a study of the methods of improving preparations for peace-keeping. The resolution also invited member states to communicate information to the UN about their own plans and capabilities.

Canadian Proposals

Canada's financing proposals are modest. We accept the fact that, where expenditures are more than, say, \$10 million a year for any one operation, special arrangements must be made to protect the interests of the developing states. We suggest that their share should be fixed at the level of 5 per cent of the total, which is what they now pay for UNEF. This would mean that most member states would pay only nominal amounts, and then only in cases when the Council recommended this method of financing. Naturally, if they agreed to accept a larger share we should be delighted, but we think 5 per cent is a not unreasonable figure. The rest would be divided amongst the relatively wealthy states, with the permanent members paying the major part.

Financial problems were the superficial cause for the stalemate in the Assembly's proceedings of two years ago. Less was heard about the operational

aspects of peace-keeping, which have been equally if not more controversial. I said earlier that elaborate planning machinery centred in the Secretariat and early agreement on a UN permanent force seems unlikely to be realized soon. We strongly believe, nevertheless, that important improvements can be made.

Let me give some examples. Co-ordinated planning needs to be done on such questions as standard operating procedures, training, logistics, and communications. Model principles might be drawn up for general application in status of forces agreements. The question of comparable standards of pay, leave and welfare for troops from different countries has not been studied. Governments with peacekeeping experience might consider providing staff courses for the training of officers from other interested countries. A standard training manual needs to be produced. We ought to consider whether at least some standardization of equipment would be possible and whether such equipment could be stockpiled for distribution as necessary. Communications equipment, in particular, makes a vital contribution to the success of a peacekeeping operation and standardization both of such equipment and communications procedures would be desirable. Air transport is equally relevant to the success of UN missions. Standby procedures and standardized load tables would be most useful. Military observers are usually available on fairly short notice from some countries but, as I have already emphasized, it is always helpful for the Secretary-General to be able to call upon as many governments as possible for assistance. Might it not be desirable, therefore, to outline the duties of a military observer and the kinds of ability that a United Nations observer ought in theory to have?

Who is to make these studies? Objections are held by some member states to the Secretariat engaging in activities which it is said are the responsibility of the Military Staff Committee, that long-neglected but still-functioning body established by Article 47 of the Charter. As long as these objections are pressed, the Secretariat would not seem to be able to do the job properly. What, then, about the Military Staff Committee? Its function, as outlined in the Charter, is to advise and assist the Security Council on all questions relating to the Council's requirements for the maintenance of international peace and security and the employment and command of forces placed at its disposal. It has failed to perform this function because, after the war, the U.S.S.R. was unable or unwilling to reach agreement with the other permanent members on the numbers and types of United Nations forces. At that time, these forces were to be provided by the permanent members themselves, and it was not surprising, given their very different experiences during the war, that they should find it impossible to agree on the contributions each should make to the United Nations.

The atmosphere of the cold war stifled any further work by the Military Staff Committee and its functions were afterwards executed by the Secretary-General. Now, however, the theory and practice of UN forces has changed. Their purpose has not been the enforcement of UN decisions against recalcitrant states but the supervision of agreed arrangements. The non-permanent members

have become the major contributors. A good deal of experience is available for analysis. There may be some basis for believing, therefore, that the Military Staff Committee, enlarged by the addition of several non-permanent members, as the U.S.S.R. has proposed, could work out some standard rules and regulations for peace-keeping.

Another possible answer to the question I have posed of who is to do the planning is that the governments chiefly concerned should do it themselves, independently of the United Nations. This is a possibility which Canada explored in 1964, when we convened a conference of military experts from 23 governments to consider the technical aspects of United Nations peace-keeping. Since that time, a somewhat similar conference has been held in Oslo. For our part, we are ready to carry further this process of informal consultation outside the strict framework of the UN whenever circumstances appear to warrant it. We are ready, as well, to produce guidebooks and training manuals based on our own experience and, after consultation with other governments concerned, to make them available for the use of the United Nations or of any of its members.

In considering the alternative ways of military planning that I have just described, Canada's principal concern will be the same now as in 1945; if we are to participate in United Nations police actions, then we want to take part as well in the planning and decisions which will lead to those actions. An enlarged Military Staff Committee, on which we would expect to be represented, might be one convenient method of achieving these objectives. In any event, we are prepared to co-operate in whatever arrangements may be made, inside or outside the UN, to improve the UN's capacity to fit its peacekeeping services to the diversity of present world conditions.

I want to take up now the second question I have asked — how are member states to share the responsibility of peace-keeping? This question raises what is, in my view, the central problem of peace-keeping — the procedures of political authorization and control. The primary purpose of the UN is to control conflict, by consent if possible, by enforcement action if necessary. The use of force or coercion is subject in principle to the agreement of the permanent members of the Council to its use. I say in principle, because, while it is clearly the sense of the Charter that coercive action cannot be taken by the UN without unanimous great-power consent, it was also the expectation of the majority of governments at San Francisco that this consent would be forthcoming in cases of acts of aggression or flagrant breaches of the peace. When, by 1950, this expectation had proved to be illusory, the Assembly asserted the right to make recommendations for the maintenance of peace and security, including the right to recommend the use of force to maintain or restore peace if there was a breach of the peace and the Council was prevented from taking appropriate action. Canada was a leading advocate of the Assembly's right to assert this residual power and has continued to be ever since, on the grounds that collective action to stop aggression is the overriding purpose of the organization and must not be frustrated by the abuse of the veto power.

We were confirmed in our opinion by the Assembly's role in the establishment of the United Nations Emergency Force in 1956. It has been argued that the recommendation to establish the Force was *ultra vires* of the Assembly's authority because it is a military force with *potential* if not *actual* coercive functions. Whether or not the functions of the Force are defined as peace-keeping or enforcement action (and we have always thought it to be the former) seems to me, however, to be irrelevant to the point that the Assembly can make recommendations for action in the circumstances I have described and that such recommendations serve to implement the purposes of the UN if they obtain the required two-thirds majority.

The view is sometimes expressed that the expansion of the membership of the General Assembly has created a new situation and that peacekeeping operations might now be authorized which would ignore or defy the interests of important groups of members. I think this is unlikely to happen because the Assembly is a political body and in politics it is not customary to take actions which are self-defeating. A veto in the Council is one thing. Opposition to UN action by a number of powerful states is another. I think it very improbable that the Assembly would recommend a peacekeeping operation without making some provision for its financing and without knowing whether sufficient personnel and logistic support would be available.

On the other hand, I also think it might not be a bad idea if we were to take another look at the voting procedures of the Assembly. It is now possible to adopt important recommendations by a substantial majority which are quite unrelated to the facts of power in the world. Such recommendations remain "on the books" but they have little or no effect. This is not a procedure calculated to expand the influence of the Assembly or to enhance the prestige of the organization. The Foreign Minister of Ireland proposed two years ago that the Assembly change its rules of procedure in order to increase the number of affirmative votes required for Assembly recommendations on peace and security questions. I believe this proposal deserves careful study.

Whatever the rights and wrongs of this question, however, the fact remains that the argument reflects a deep split between the permanent members of the Council about how to exercise control over peace-keeping and it has blocked any progress on financing and advance planning. As we all know, such conceptions as aggression or threats to peace have always been extraordinarily difficult to define to everyone's satisfaction. They are doubly so today, the era of such phenomena as wars of liberation, subversion and neo-colonialism. Everywhere the *status quo* is under attack, often by violent means. The distinction between the internal and external affairs of states becomes blurred, as does the very conception of the legitimacy of authority. The danger of great powers being drawn into local conflicts is increasing. It is understandable that these powers should wish to retain control over UN actions which are bound to affect their interests. It is difficult to agree, however, with the view of the U.S.S.R. that this control,

including the detailed supervision of peacekeeping operations, be exercised exclusively by the Security Council and the Military Staff Committee. Even if there were a moratorium on the use of the veto, could we reasonably expect a committee of this membership to run peacekeeping operations without delay, disagreement or deadlock?

I do not think so. I believe the present system whereby the Secretary-General directs peace-keeping under the guidance of the Council is more in keeping with today's blend of political and military realities. No doubt this system might be improved. In particular the Military Staff Committee might be able to do some useful advance planning, including the preparation of a model agreement between the UN and contributing governments. It might possibly perform, as well, some advisory functions during the actual course of an operation. If this were to be done, its membership would need to include the countries actually doing the peace-keeping at any one time. Perhaps a compromise along these lines, coupled with a tacit understanding not to pursue the constitutional argument about the powers of the Assembly, might enable us to get ahead. It is futile, in any event, I believe, to insist on constitutional positions which cannot be implemented in practice unless we are to re-write the Charter. The fact is that interventions by the Assembly in the peacekeeping field have been exceptional. If the permanent members act responsibly, it will not have cause to intervene again.

The aspects of peace-keeping I have been discussing relate, by and large, to Canada's view of the world from the gallery of the middle powers. I should be guilty of distortion, however, if I did not remind you that Canada is also a Western country with a point of view which is shaped by its alliance commitments and responsibilities. UN efforts to keep the peace, I have suggested, are and will be successful in so far as they serve the interests of the principal groups of members and especially the great powers. They must tend, therefore, towards neutrality and passivity. The participants, as well as the Secretary-General, must hope that the balance of interests which brought about the intervention in the first place will generate the pressures that bring a peaceful political settlement. Canada, of course, will exert what influence it can to obtain such settlements. But, unlike the UN as an organization, we cannot always be impartial towards the issues themselves. We must and do reserve the right to state our views on these issues in the framework of our foreign policy. If, in our judgment, the peacekeeping role in any particular case should not be consistent with our conception of a just or speedy settlement or with our national interests, we should not hesitate to decline or to terminate Canadian participation. If we do participate, it is because in all the circumstances we believe it to be the most appropriate and most helpful action for us to take.

We have taken that action each time we have been asked to do so. Our general view has been that the UN is the most suitable international instrument to keep the peace. It may not be the best or most efficient. Regional organi-

zations have a prior claim under the terms of the Charter itself and the more disputes they can help to settle the less burdened will be the UN's agenda. Other disputes do not appear on the agenda because one or more of the parties are not UN members. The UN, however, is more likely to give a fair hearing to complaints and to provide a more generally acceptable procedure for saving face or gaining time. In Dag Hammarskjöld's words: "The greatest need today is to blunt the edges of conflict among the nations, not to sharpen them. If properly used, the United Nations can serve a diplomacy of reconciliation better than other instruments available to the member states." Canadians like to think that they serve themselves when they serve the UN.

External Affairs in Parliament

Canadian Views on Vietnam

On May 23, the Secretary of State for External Affairs, the Honourable Paul Martin, made the following statement to the House of Commons:

When a year ago last January the Secretary-General and I discussed the question of Vietnam, I was persuaded by his argument that the settlement of this problem must be within the framework of the Geneva Conference. Regrettable as it was, the United Nations, the Security Council or the General Assembly could not be expected to deal effectively with this problem because of the absence from its membership of particular countries involved. From that moment on we sought, as I have reminded the House time and time again, to impress upon India and Poland the desirability of constituting the three members on the Commission into a body that might have as its prime purpose the narrowing of the gap between the parties, based on the fact that this instrument has a readier access to Hanoi and to Saigon than any other instrument. We have not been able to persuade all the members of the Commission of the importance of this proposition, although both Poland and India have recognized the potential role for the Commission in this situation.

We did not limit our efforts only to our role as members of the Commission, but on two occasions we sent Mr. Chester Ronning as a special emissary of the Government of Canada to Hanoi, to Saigon and to Washington for the purpose of seeing whether or not he, in the name of the Government of Canada, could make any progress in delineating the distance between the parties and seeing whether or not a formula could be reached which might at least bring about preliminary discussions between the parties involved in this war

I stated that this Government was concerned about the course of events in Vietnam. For 20 years now, since the end of the Second World War, the world community has tried to build a system of international law and order. It is part of that system to settle disputes by peaceful means. We regret that in Vietnam recourse has been had to military means to deal with what is essentially a political problem. We are naturally concerned about the tragic toll in human suffering and destruction which this conflict is bringing to the Vietnamese people and to their country. We are also concerned that the longer the conflict continues the more difficult it will be to overcome suspicion and distrust on both sides. The longer the conflict continues the greater, of course, are the risks that it may expand, by inadvertence or deliberation, into something more serious. Accordingly, we have urged restraint in those areas and in the way which we thought was the most effective.

I spoke a moment ago of Mr. Chester Ronning, and of the Commissioner's frequent visits to Hanoi If Hanoi has repeatedly observed that there is a

Hanoi-Canada channel, it is only because Hanoi believes that Canada does have some influence in Washington. What other reason could there be for the way in which our emissaries have been received? What other reason could there be for the nature of the discussions that they have had?

I am not indicating to this House — and I hope that Hanoi will not suggest that I am — what these discussions have been. I have respected fully the confidence of the Government of that country to our emissaries, including Mr. Ronning. As I have said, if we do have a credibility in Hanoi it is because it is thought that, as a friend of the United States, we rightfully enjoy the confidence of the United States Should we retain any credibility in Washington . . . if we were to engage in consultations with the United States and at the same time follow courses of action that would inevitably destroy our right to their credibility and their confidence? . . .

So . . . we intend to carry out our responsibilities to the Commission, and we believe that this is the right course for us to follow. We note with satisfaction that this is the view of India and also of Poland. The Canadian Government has directed its efforts toward finding a basis on which the parties to the Vietnam conflict might be brought into direct contact. I have indicated some of the steps that we have taken in our endeavours in that regard.

The Canadian Government has held that a solution to the problem in Vietnam must be sought by political means. That is part of Canadian policy. We have made it clear that we look to negotiations to settle this problem. It seems important to us that any settlement of the present conflict should be such as to hold out a reasonable prospect of long-term stability in that area. This is because we think that the problem in Vietnam cannot be isolated from the security and stability of Southeast Asia as a whole. We regard the basis of the Vietnam problem as a political one.

As we see it . . . , what is primarily at issue between the parties is the future political arrangements in South Vietnam. It is argued on both sides that the guiding principle should be the right of the people of South Vietnam to determine their own destiny. It seems to us that the best way of achieving this is to afford the people of South Vietnam an opportunity to determine, by the test of the free ballot, under what institution and under what government they wish their affairs to be conducted. We believe that the best way in which the Canadian Government can bring its influence to bear on the Vietnam situation is by doing exactly what we have done

On April 11, in the External Affairs Committee, I outlined four suggestions or ideas that are in keeping with the Geneva Accords; I suggested procedures for a cease-fire arrangement. I said at the time that I did not believe the climate was right for their acceptance; the reaction in Hanoi has been negative. Hanoi takes the position that there can be no parity of position between the parties, and that, first of all, there must be an acknowledgment that the United States — as Hanoi puts it — is the aggressor, and this notwithstanding the findings of the Commission in 1962.

While the United States would probably find most of our points acceptable, I believe it would register objection to an approach to de-escalation which begins with mutual disengagement in the Demilitarized Zone coupled with a cessation of the bombing. I think that would be unacceptable to them The point I make is that not only should there be a mutual disengagement in the Demilitarized Zone but in all equity, if both sides accept that arrangement, there ought to be a cessation of bombing. Mr. Rusk has not explicitly accepted that.

The Canadian Government is prepared to make its own contribution to the eventual settlement in Vietnam. We envisage that any agreed settlement of the present conflict will make provision for some sort of international presence. That, indeed, will be a very difficult assignment, and if and when it comes, as the former Prime Minister of Britain has put it, it may need to be buttressed by the guarantees of the great powers

On May 24, the Prime Minister, the Right Honourable Lester B. Pearson, said :

I believe that the purposes and objectives of United States policy in Vietnam were not aggression. I believe that the United States moved into Vietnam in the first place to help South Vietnam, at the invitation of the government of that country, to defend itself against military action and subversive terrorism aimed at preventing the people of that part of Vietnam making their own decision as to their future development and political institutions rather than having one particular solution forced upon them under the guise of a liberation struggle conducted in the interests of a totalitarian Communist regime in North Vietnam which has not allowed and does not intend to allow its own people any choice as to their social, economic or political system.

Mr. Bundy, who played an important part in these matters in earlier days as Adviser on Foreign Affairs to the President, has written these words: "United States policy remains based on the continuing conviction that we should be ready to do our full share to help prevent the Communists from taking South Vietnam by force and terror."

We may not agree with this policy, but I think those words are a rational explanation of the policy followed by men in the United States who are men of goodwill and as peace-loving as we are. I can understand their position in this regard. That does not mean a Government in Canada has to support or approve all the measures taken or all the measures adopted by United States forces in Vietnam, let alone by governments in Saigon — and remember there have been more governments than one — in achieving their purposes. And, on occasions when I have felt it necessary to speak publicly and not confine myself to diplomacy . . . , I have made this clear.

I have spoken publicly when I felt it was necessary to do so and might be of some value. Two years ago in Philadelphia, I proposed a pause in the bombing

for what I thought would be a helpful purpose, and later I think I was the only head of a Western government who publicly regretted the resumption of the bombing. I still regret it. I think it was a great mistake on the part of United States Administration at that time to resume the bombing in the circumstances in which it was resumed. But this does not mean and will not mean, in present circumstances at least, that we should join the chorus which has denounced the United States for being in Vietnam at all. That is a different matter.

If this is our position, I do not think we shall accomplish anything constructive by accusing the United States of sole guilt and sole blame for what has happened in that country and by doing so trying to impose a kind of moral sanction against the United States. It seems to me that anyone in the position of governmental responsibility — and I am certainly in that position — who adopted those tactics would, by doing so, cut, or certainly weaken, the lines of official communication between Ottawa and Washington on this subject, and I cannot think any useful purpose would be achieved by doing that, especially if we felt we could use those lines of communication to give good advice to our friends

Asked if he agreed with the Pope's appeal, which had linked an end to the bombing with a halt to infiltration, the Prime Minister said :

I go along 100 per cent with the statement made by His Holiness the Pope yesterday, because it is a statement which has been made on this side in the House of Commons, and outside it, when we previously advocated bringing an end to the bombing and, associated with that, an end to infiltration of troops from the North into the South.

This is not a one-sided matter. There can be very honest, sincere, and, indeed, emotional, differences of opinion on it. Last night, I was looking over the record of the negotiation offers that had been made in the last two or two and a half years, each one of which had been rejected by the Government in Hanoi and accepted by the Government in Washington.

After reviewing the various peace offers rejected by Hanoi, Mr. Pearson went on to say :

This does not mean that we should not try to find some proposal that is acceptable to all parties, and of course we shall continue to strive to do that.

The other day I read an editorial in a very influential Washington newspaper, the *Washington Star* (May 18). The Editor of the *Washington Star* says: "The time has come in the *Star's* opinion for the U.S.A. to stop bombing in North Vietnam. We say this without the slightest apology for the Administration's conduct of the war up to now. The decision to start bombing was necessary and right. An aggressor cannot be permitted to take for granted his security

at home while he wages war on his neighbours. The policy of the careful escalation of bombing subject to tight restrictions on the choice of targets seemed likely to bring Hanoi to its senses and has had our full support." "But," the editorial goes on, "every military strategy must be subject to constant review and reappraisal. It is necessary to weigh the gains against the risks, to ask whether hoped-for results are, in fact, being achieved. It is necessary to watch for the moment where a change of strategy may produce a greater gain at a decreased risk. That moment has arrived. We should say nothing, explain nothing, set no conditions or limitations on our switch of strategy. We should simply stop bombing and see what the enemy does"

I am sure that the Administration in Washington is giving very careful consideration to this idea, which has been repeated in recent weeks by many inside the United States.

I do not think, however, that the adoption of the sub-amendment by this House (to call on the United States to stop the bombing) by a parliament outside the United States would serve the purpose that we have in mind of bringing this war to an end. It is an amendment which has not been dealt with by any other parliament friendly to the United States that I know of, and I do not think this kind of amendment would serve the purpose we have in mind. Indeed, if we begin to give this kind of formal parliamentary advice from outside the United States, it might conceivably have the opposite effect. I also think we should be careful not to put our hopes so high in regard to the abandonment of the bombing of North Vietnam that we are likely to run into disillusionment if that should take place and fail. I myself would not attach excessive expectations to peace and a negotiated settlement if bombing should end tomorrow.

We might, as we have in the past (and by we I mean the Western countries, the friends of the United States), well run up against what has been encountered before — namely, escalation of demand on the other side. So I think it might be desirable to find out what the reaction in Hanoi would be to an immediate and unconditional end to bombing of the North. Would they stop fighting and begin talking and, if they refused or attached a new condition, would the danger of massive escalation be increased? This is another factor we have to take into consideration

Crisis in the Middle East

On May 24, Prime Minister Pearson spoke as follows concerning "the situation in the Middle East, in Palestine, the seriousness of which certainly cannot be exaggerated" :

As my right honourable friend said yesterday, and I am paraphrasing his words, it is hard to imagine getting closer to catastrophe than in the way we seem to have been drifting in the last day or two. I, as have other Members of the House, have had some connection with this situation for a good many years —

in fact, since I first went down to the United Nations at the end of the war when the state of Palestine was established by United Nations action.

The basic issue in this situation, it seems to me, as has already been mentioned in this debate, is the recognition of Israel's right to live in peace and security. The rejection and repudiation of that basic right has been over the years and is now a source of our danger. It is not the immediate manifestation of that danger but it certainly is a source of it. So long as Israel's neighbours, or some of them, refuse to recognize the right of Israel to exist as a state, then we move from one crisis to another. We already have moved from one to another over the last 10 or 15 years. Israel, of course, also has the basic obligation, which I am sure she accepts, to live without provocation and threat to her neighbours and in accord with the United Nations decisions which gave her birth. This is the continuing issue.

There is, however, an immediate crisis arising fundamentally out of this issue which now threatens war. I am perhaps repeating the obvious, but the danger point, it seems to me, and perhaps the most dangerous point, is the situation in Sharm el Sheikh. The troops of the United Arab Republic now control this port in the Gulf of Aqaba. In 1957 we spent days and nights arguing about this particular aspect of the settlement which it was hoped would have been reached at least in accord with the withdrawal of the Israeli troops from the ground they had conquered. They made it quite clear at that time that they visualized a package deal by which, in return for withdrawing from vital strategic points, and especially from Sharm el Sheikh, they would be protected against action from those areas, and particularly this point, which would prejudice and destroy their own national interest. They undoubtedly feel they have a commitment to that effect.

We need not go into the legal situation. Perhaps it should be sent to the International Court of Justice for judgment, but before the International Court of Justice could render a judgment many things would have to be done to avoid trouble, because the Gulf of Aqaba now is of vital importance to the existence of the State of Israel. From 90 to 92 per cent of its oil goes past the Strait of Tiran and into the gulf to the port of Elath. That certainly is one very dangerous point.

The second dangerous point is the Gaza Strip, which now has been taken over by what is called the Palestine Liberation Army, a part of the force of the United Arab Republic. This army is composed of men devoted — and fanatically and sincerely devoted — to what they believe to be the liberation of their homeland. They are there now in the Gaza strip with 300,000 Palestinian refugees. If there could be a more explosive situation than that, I do not know what it could be.

The third point is the Syrian border, which has been the scene of terrorist incidents and activities in recent weeks and which perhaps has been the occasion for the development of the recent crisis, which can explode at any minute. The

fourth danger point is the possibility of excessive reaction or retaliation by land, water or air against provocations or terrorist incidents.

The feeling of some of the people on the spot is: "Let's force this issue and have it over". That can be just as dangerous as the development of the other three points I have mentioned — the temptation, if you like, to a pre-emptive war. There is another danger, the danger of expanding this conflict if it takes place and if the United Nations is not able to limit it as it was earlier. There is the danger of the United States lining up behind one party and the U.S.S.R. lining up behind the other party. I cannot imagine a more frightening danger than that because, without the United Nations intervention, that could turn what might be a local conflict into a global tragedy.

Behind all the dangers, we notice now, from press, radio and television reports, the danger of inflammatory statements and attitudes — the war of the air waves, the demonstrations, people marching down the street shouting "We want war". These are the poor deluded people who would be the first to suffer from war. A leader in that part of the world is reported as having said the day before yesterday: "They threaten us with war; our answer is, we welcome war".

All this adds up to a terrifying situation. So what do we do about it? We all have our responsibilities as members of the United Nations. We have decided, as the Secretary of State for External Affairs mentioned yesterday, that we shall try to discharge our responsibility by getting this matter before the Security Council of the United Nations as quickly as possible. Yesterday the members of the Council from Canada and Denmark asked for the convening of the Security Council. That meeting is taking place today.

Whenever this world gets into trouble, where does it go? It goes to the United Nations. The worse the trouble, the more important the United Nations becomes and, as soon as the trouble is settled or put aside for the time being by the United Nations, it is then forgotten and everybody falls back on their own nationalist pride, privileges, fears and hatreds. But at the moment we all say "Let the United Nations take over". I do not know of anything else which could do it better, unless we had a conference of the four great powers. If they could work together, that would be equally effective — and more effective if they worked through the Security Council in doing it.

Our Ambassador to the United Nations, in dealing with this matter this morning, had this to say:

In calling this Security Council meeting we are suggesting that Council should exercise its responsibilities under the Charter to deal with the kind of threatening situation which the Secretary-General has not only reported to the Security Council but has regarded as sufficiently serious to assume the responsibility for undertaking a personal mission to the area.

The situation, as the Secretary-General rightly reported to the Council, has shown signs of "increasingly dangerous deterioration" for some time.

Tension also grew as a result of terroristic and sabotage activities on the borders of Israel and Syria and the Secretary-General reported that the functions and resources of UNTSO had not enabled that Organization to arrest these activities.

In recent days there have been statements by the President of the U.A.R. and the Prime Minister of Israel which face us with the danger of direct confrontation between the U.A.R. and Israel over the question of access to the Gulf of Aqaba.

In the face of this rising and dangerous state of tension, means of bringing influences of moderation to bear in areas through the UN, far from having been increased, have been decreased at the very moment of crisis by withdrawal of UNEF.

The principal means to balance this deteriorating situation through the UN has been the mission of the Secretary-General himself.

I believe at this stage the most useful contribution which this Council can make to this grave situation is to reinforce the current efforts being made by the Secretary-General to preserve peace in the area. This is purpose of what we are suggesting the Council should do. We should at the same time urge that no member state of the UN take any action which would either prejudice the success of the Secretary-General's mission or worsen the situation.

In the face of grave facts, in the face of the mounting threat and *fait accompli*, how can the international community discharge its collective duty unless the moral influence of the Security Council, which is charged under Article 24 of the Charter with primary responsibility for the maintenance of international peace and security precisely "to ensure prompt and effective action" (and I underline these words), is brought to bear upon the seriously deteriorating situation in the Middle East?

This, in sum, is the aim of our initiative. Canada is a friend of all the nations of the area and has always striven to help by whatever means we can to maintain peace and stability in the area, and to assist those in trouble and distress. What we now ask is that the Security Council, and in particular all of its permanent members, who bear special responsibility, add the weight of its influence collectively by asking that no member of the United Nations take any action which would worsen the situation and jeopardize the efforts of the Secretary-General to preserve the peace. This is what we ask the Security Council to do at this stage; we believe it can do no less.

I hope that in due course it will be able to do more. Certainly, at the present time, the important thing is to do nothing to exacerbate the situation, and that applies, as my right honourable friend suggests, to the Government of Israel, which should be very careful about unnecessarily running and so-called blockade if that would provoke the kind of retaliation which might have overriding results.

At this point, the Prime Minister was asked the following question: "In view of the admonition uttered by the representative of Canada at the Security Council yesterday, is it a fact that the United States, through its Ambassador Designate, Richard Nolte, advised the Egyptian Foreign Minister, Mohammed Riad, that Egypt should be warned that the United States will use force if necessary to hold open the Gulf of Aqaba for Israeli shipping, or is that statement merely one of speculation?" Mr. Pearson replied:

I cannot confirm that, and so far as I am concerned it is speculation. At this time only the United States could confirm the authenticity or otherwise of that story. I know that individual governments feel that they have their own special responsibilities and commitments, but I should hope that all these will be made secondary to the greatest commitment of all today, their duty as members of the United Nations Security Council. This will, of course, require moderation, tolerance and patience on the part of everybody concerned.

To a second question, whether "in view of the fact that each of the five major powers has the power of veto", there had been "any indication that the U.S.S.R. is viewing this matter through the eyes of the Prime Minister in the way he has indicated in his statements today", Mr. Pearson replied :

I certainly hope that to be the case and that they will work with the other permanent members of the Security Council. As my right honourable friend knows, there has already been a proposal made that these powers meet as a committee, and it would be very helpful if that could be done. As soon as that meeting takes place, I hope it will be possible to bring other activities within the ambit of the United Nations Security Council.

The Prime Minister's speech then continued as follows :

Having regard to the situation that we face in the Security Council, our Ambassador and the Ambassador of Denmark have moved or are about to move in the Security Council in New York the following proposal: "That the Security Council, having been seized with the current situation in the Middle East, express full support for the efforts of the Secretary-General to pacify the situation and request all states to refrain from any step which might worsen the situation, and invite the Secretary-General to report to the Security Council upon his return so that the Security Council may continue its consideration of the matter." I hope a resolution of this kind will be accepted by the members of the Security Council and that it will at least hold the line for the time being. Nothing can be more important than that. There will have to be subsequent steps, but I often wonder why, as the result of these critical situations in respect of which we find ways and means of avoiding open conflict, we cannot go one step forward and find a continuing solution to those things which brought about the conflict in the first place. That is something for the future.

There are things which we can do in the United Nations in the immediate future. This has been a great blow in one sense to our peacekeeping ideas and hopes. However, peace-keeping itself becomes more important than ever in the light of what has happened in the last three or four days. If the United Nations Emergency Force had not been withdrawn, this situation might not have developed. The lesson to be learned from that is that when we send these United Nations peacekeeping forces into these difficult areas we must do our best to make sure they have the foundation on which to act and that their work cannot be sabotaged except on order from the United Nations agency which sent them there.

This did not happen in respect of this United Nations Emergency Force. I remember very well the background, and I am not being critical of the Secretary-General because I have no doubt that, on an examination of the documents, one would come to the conclusion that what he did was right in terms of the documentary evidence. There was a special arrangement made between Mr. Hammarskjöld and President Nasser. I objected to that arrangement at the time because I thought it might cause a lot of trouble in the future.

At that time, we did not follow this preferable course because we had to get these people over there quickly in view of the fact the war was going on, and if, by this kind of an agreement, very fuzzy in its language (Mr. Hammarskjöld was a pastmaster in this regard), the U.A.R. would accept this Force, we thought we had better not go into the legalistic details too closely but get our troops on the spot.

This force was there for over ten years under this arrangement. This situation does not apply to Cyprus, because we have a Security Council resolution as a basis for authority in that regard. What we have to do now is not weaken in our pursuit of peace-keeping under the United Nations but strengthen our activities to obtain better peacekeeping arrangements. I do not think there is any possibility of reviving this United Nations Emergency Force, which certainly served gallantly for ten and a half years and has earned the gratitude of all the nations of the world. All the Canadians in that force have earned our gratitude over the last ten and a half years.

There is United Nations machinery available, as the Secretary of State for External Affairs said yesterday, including the United Nations Truce Supervisory Organization and the four Mixed Armistice Commissions, three of which are operating on the borders of Jordan and Lebanon and in Cyprus. The fourth has not been operating in respect of the United Arab Republic partly because it was not needed so much there in that the UNEF was located there and partly because the Israeli Government did not recognize its activities.

We can use this machinery in the hope that we can get the United Nations presence back into that area. What we and all the peace-loving governments must do today is try to keep that blue flag flying between possible combatants. If we can do that we shall have accomplished a great deal, even though the force may not be armed with the heaviest and most modern weapons available. I am not sure this would preserve the peace in the present circumstances but I think it would help, and I hope the Security Council will be able to take this first step by passing this first resolution. We are not sure of that but we hope we shall be able to move further and at least consider this United Nations machinery, which will do this job in perhaps a different way, by patrolling the boundaries and keeping the combatants from fighting each other.

In the meantime, we are facing a dangerous and critical situation from hour to hour and we can only hope that no one in any country directly concerned, irrespective of the emotions of the moment or what might seem to be the possibility of emotion, will do anything or say anything which will start off what is bound to be a bloody war in that area and what might be a bloody war in a much greater area.

Asked at this point if he was "prepared to say something now about the plans for the withdrawal of our Canadian troops in the Gaza Strip", Mr. Pearson said :

I have discussed this matter with the Minister of National Defence, who yesterday mentioned two sets of plans. There is the United Nations plan, which is a very carefully prepared plan for the evacuation of all members of the United Nations force. So far as we know, the United Nations authorities think that plan will be adequate, provided of course that the roof does not fall in.

That is the trouble, but they are very much aware of it, and, as a matter of urgency, they are trying to bring their plans into line with that possibility. Meanwhile, as the Minister of National Defence has said, we have moved three ships in that direction and have worked out an emergency plan which we hope and believe will take care of our people. I hope that as soon as it is possible the Minister of National Defence will be able to give the House all the details in that regard.

The Prime Minister's statement concluded with the following answer to an inquiry as to whether "the position the Canadian representative on the Security Council will take is that all nations, including Israel, should have free access to the Gulf of Aqaba as an international water and that no nation, Egypt or any other, should have the right to blockade or block access to a free port" :

We believe that, under international law, and especially since the convention was passed in the United Nations (in 1952, I think, or 1953), these are international waters and the ships of all nations have access to them and passage through them. There are a good many cases of international law dealing with this matter. This particular United Nations treaty, however, has not been signed by the U.A.R. and the Government of the U.A.R. has not admitted the contention that they are international waters. But we certainly think so, as do most countries in the world.

FORTHCOMING CONFERENCES

ECOSOC, forty-second session: New York, May 8 — June 2

International Labour Conference, fifty-first session: Geneva, June 7-29

UNICEF Executive Board: New York, June 12-22

UNDP Governing Council, fourth session: Geneva, June 12-30

Bureaux internationaux réunis pour la protection de la propriété intellectuelle (BIRPI):
Stockholm, June 12 — July 14

NATO Ministerial Meeting: Luxembourg, June 13-14

IA-ECOSOC Conference: Viñ del Mar, Chile, June 15-30

Canada-U.S.A. Ministerial Committee on Trade and Economic Affairs: Montreal,
June 20-22

ECOSOC, forty-third session: Geneva, July 11 — August 4

UNCTAD, fifth session of the Trade and Development Board: Geneva, August 15 —
September 8

UN General Assembly, twenty-second session: New York, September 19

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. J. M. J. Demers resigned from the Department of External Affairs, effective April 14, 1967.

Mr. F. O. Adam appointed to the Department of External Affairs as External Affairs Officer 1, effective April 24, 1967.

Mrs. P. O. Sample resigned from the Department of External Affairs, effective April 28, 1967.

Mr. R. E. Brook appointed to the Department of External Affairs as External Affairs Officer 1, effective May 1, 1967.

Mr. F. A. Mathys appointed to the Department of External Affairs as Foreign Service Officer 2, effective May 1, 1967.

Mr. M. A. Godfrey posted from the Canadian Embassy, San José, to the Canadian Embassy, Caracas, effective May 2, 1967.

Mr. J. Timmerman appointed High Commissioner for Canada to Ceylon, effective May 6, 1967.

- Mr. J. C. W. Poirier posted from Ottawa to the Canadian Embassy, Kinshasa, effective May 6, 1967.
- Mr. J. E. H. Hanna posted from the Canadian Embassy, Cairo, to the Office of the High Commissioner for Canada, London, effective May 7, 1967.
- Mr. G. Gagné appointed to the Department of External Affairs as Junior Executive Officer, effective May 8, 1967.

TREATY INFORMATION

Current Action

Bilateral

Austria

Extradition agreement between Canada and the Republic of Austria.
Signed at Ottawa May 11, 1967.

Belgium

Cultural agreement between the Government of Canada and the Government of the Kingdom of Belgium.
Signed at Ottawa May 8, 1967.

Romania

Exchange of letters between the Government of Canada and the Government of the Socialist Republic of Romania concerning Canadian claims against Romania and Romanian claims against Canada.
Ottawa May 5, 1967.
Entered into force May 5, 1967.

Exchange of letters between the Government of Canada and the Government of the Socialist Republic of Romania concerning certain consular matters.
Ottawa May 5, 1967.
Entered into force May 5, 1967.

United States of America

Agreement between the Government of Canada and the Government of the United States of America relating to the Canada Pension Plan.
Signed at Ottawa May 5, 1967.
Entered into force May 5, 1967.

Exchange of notes between the Government of Canada and the Government of the United States of America concerning early operation of the Duncan Reservoir in the Columbia River Basin.
Ottawa May 8 and 18, 1967.
Entered into force May 18, 1967.

Exchange of notes between the Government of Canada and the Government of the United States of America amending the Convention on Great Lakes Fisheries done at Washington September 10, 1954.
Ottawa April 5, 1966, and May 19, 1967.
Entered into force May 19, 1967.

EXTERNAL AFFAIRS

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President Johnson Visits Canada

PRESIDENT Johnson paid a brief visit to Canada on May 25, 1967, which included a stop at Expo '67 and a meeting with Prime Minister Pearson at his summer residence near Ottawa. On his arrival at Dorval International Airport, Montreal, the President was greeted by the Honourable Lionel Chevrier, Commissioner-General for Visits of State for 1967, and the Honourable Paul Martin, Secretary of State for External Affairs. The official party, including Mr. Martin and Mr. Chevrier, flew to Expo by helicopter. At the Place des Nations, Mr. Johnson was met by His Excellency Pierre Dupuy, Commissioner-General of Expo '67 and his host at the World Exhibition. Also on hand at the Place des Nations to greet the President were Prime Minister Daniel Johnson of Quebec and Mayor Jean Drapeau of Montreal. Shortly after arriving at the Place des Nations, President Johnson and Mr. Dupuy presided at the official ceremonies marking the start of the United States national day at Expo. President Johnson, in his reply to Mr. Dupuy's welcoming address, paid the following tribute to Canada:



President Johnson chats with Prime Minister Pearson in the grounds of the Prime Minister's summer home at Harrington Lake, Quebec.

You have focused the eyes of the world on the theme of your exhibition "Man and His World". We hope that, among other lessons to be learned here, will be this — that proud and independent peoples can live peacefully side by side, can live in peace and partnership as good neighbours, that they need not waste their substance and destroy their dreams with useless quarrels and senseless, unconstructive conflict.

We of the United States of America consider ourselves blessed. We have much to give thanks for. But the gift of Providence that we really cherish is that we were given as our neighbours on this great, wonderful continent, the people and the nation of Canada.

Following the Place des Nations ceremonies, President Johnson visited the U.S. pavilion where he unveiled the United States gift to Canada to mark the centennial of Confederation. The gift, called "The Great Ring of Canada", is an imaginative work in glass that "symbolizes the nation and the individual components that comprise it". After touring the pavilion, the President flew by helicopter to Prime Minister Pearson's residence at Harrington Lake, Quebec.

The two leaders lunched and held talks and, in the words of President Johnson,

discussed the situation that exists in the Middle East, the discussions... [of the previous day] in the Security Council of the United Nations, and the likely discussions that will take place in the days ahead.

They also discussed the situation in Vietnam.

At a joint briefing of the press by the President and the Prime Minister at the Uplands base of the Royal Canadian Air Force, the President summarized his visit by saying:

My talk with the Prime Minister and others was quite constructive and very agreeable. I hope in the days ahead I might have the opportunity to come here for a somewhat more extended stay than the situation today would permit.

The Prime Minister referred to the visit in the following words:

We covered a lot of ground. From my point of view [the discussions] were very helpful indeed, and I am very grateful... to the President for getting his viewpoint on some of the very dangerous and difficult international situations that face us today.

Canada and Latin America

An address on Canada's relations with Latin America and the Commonwealth Caribbean was delivered in Ottawa on May 31, 1967, by the Secretary of State for External Affairs, the Honourable Paul Martin, to a dinner sponsored by the Canadian Inter-American Association. Part of what Mr. Martin said at that time follows:

... Everyone here is, I am sure, well aware of how Canada's relations with Latin America and the Caribbean have so far developed, and their activities are now more or less commonplace. A brief summary of these relations would include the following items:

- (1) Diplomatic relations with all countries in the Hemisphere.
- (2) A significant trade with many of them, and substantial and growing investments.
- (3) Development assistance, in the form of loans made through the Inter-American Development Bank, programmes of aid for the Commonwealth Caribbean countries, and export-credit financing.
- (4) A common concern with internal affairs, in which there is evidence of a fundamental similarity of outlook on most of the basic issues which face the world community.
- (5) Increasingly frequent participation in meetings of regional intergovernmental organizations such as the Economic Commission for Latin America, and in conferences of professional, scientific and other learned societies organized on a Hemisphere basis.

With respect to this last item, I should like to note, in passing, that the Fourth Reunion of Central Bank Governors of the American Continent is now taking place near Montreal. We are delighted to have this meeting of Hemispheric significance in Canada this year.

I know that interest in the countries of the Americas is quietly growing in Canada — for example, in institutes such as the host organization this evening, the Canadian Institute of International Affairs, and several universities, both French- and English-speaking. With the help of those of us, both Canadians and Latin Americans, who are in a position to increase knowledge and understanding of Latin America in Canada, interest in that part of the world should grow from coast to coast in the years ahead and, I should expect, will significantly increase in the immediate future.

I should like to look forward a little from here and give you some perspective from the Canadian point of view on the future development of Canada's relations with the rest of the Hemisphere.

First a word about the question of Canada joining the OAS. The fact that the Canadian Government has not yet decided to apply for membership in the

OAS may be puzzling to some interested observers in Latin America. I should, nevertheless, hope that our attitude may meet with a large measure of understanding on the part of our Latin American friends, and that they will pay attention to what we are doing and seek to do, even if it falls short of applying for membership in the OAS at present.

It goes without saying that we in Canada are impressed by the constructive manner in which the OAS and its agencies are addressing themselves to the basic issues which confront Latin American countries at this time. I should like to suggest to you that, just as we in Canada respect the OAS, so the Canadian attitude toward the OAS is deserving of respect. It is by no means a negative attitude, for we are, in fact, co-operating with OAS agencies in a number of ways.

The fundamental reason for our not yet having decided to apply for membership in the OAS is our desire to be sure that, in taking on new commitments, we are in a position to meet them fully and effectively. We do not easily assume new obligations and, once we have assumed them, we take them seriously. For my part, I have no doubt whatsoever that membership in the OAS is part of the ultimate destiny of Canada as a country of the Western Hemisphere.

Existing Links with the OAS

In the meantime, we are adopting a pragmatic approach to the OAS and to our relations generally with the American countries. That our interest in the OAS and its work is growing is undeniable. Canada has for many years been a full member of three agencies linked with the OAS. Since 1961 we have sent observers to meetings of the Inter-American Economic and Social Council; during the past two years Canada has been represented at three high-level meetings of leaders of OAS countries; and, as I have already indicated, we are supporting the work of the Inter-American Development Bank.

We are not content with this. We are constantly searching for additional ways in which we can co-operate in a practical manner with other countries in the Hemisphere, not only through multilateral channels such as the OAS and its agencies but also on a bilateral basis.

In discussing Canada's external relations in a Hemispheric context, I must, of course, make particular reference to the Commonwealth Caribbean, where we have special ties arising from historical and other factors. One of the Commonwealth Caribbean countries has now taken the step of joining the OAS, and others have expressed an interest in doing so. It is, I believe, fitting recognition of the developing contacts between the Commonwealth Caribbean and Latin America that the high commissioners of the Commonwealth Caribbean countries in Canada have been included in this gathering tonight.

There is nothing in Canada's special relations with the Commonwealth

Caribbean that is in any way exclusive. While we are anxious to do everything we can to strengthen the ties between the Commonwealth Caribbean and Canada, we fully recognize that these ties represent an integral part of our own Hemispheric relations, and we welcome the increasing contacts between the independent Commonwealth Caribbean countries and the other countries of the Hemisphere.

Common Market Idea

Returning to the subject of the OAS, I should like to say a word about the recent meeting of heads of state at Punta del Este. We took a great interest in this meeting, at the open sessions of which there was a Canadian representative, and we were greatly impressed by its deliberations and by the possibilities of co-operative progress that it seems to open up. The main objective established by the meeting, the creation by 1985 of a Latin American common market, holds out great promise for the economic advancement of the Hemisphere.

We welcome Latin American efforts to further economic development and to increase the capacity of Latin American countries to participate in the growth of world trade through measures of regional co-operation and integration. While the precise implications for Canada of the proposed common market will become clear only as the project evolves, at this stage we take a positive attitude toward this emergent economic grouping, which is of great potential importance both for world trade in general and for the future development of our own commercial relations with the participating countries.

A more immediate plan for improving the trading position of developing countries, including the countries of Latin America, received support from President Johnson at Punta del Este. This is the plan, which has long been under discussion, to establish a globalized system of temporary preferences for the products of developing countries in the markets of all developed countries. We recognize the importance of President Johnson's decision to seek a consensus in favour of such a system, and we shall be studying the proposal carefully in the context of our continuing examination of various approaches to the problem of improving the trading opportunities of developing countries.

In conclusion, let me frankly assert one of the main reasons for my conviction that Canada must develop increasingly close relations with Latin America. This is the prospect that, between now and the end of the century, Latin America will become one of the most influential regions of the world.

Forces for Latin American Success

The exact shape of things to come in Latin America is no more certain than in any other part of the world. The problems that already face Latin American leaders, and which may well be aggravated by a rapidly rising population as time goes on, are formidable and increasingly pressing. Yet a combination of

constructive forces, already apparent, should serve to tip the balance toward success:

- (1) Sensible domestic policies designed to maintain economic momentum.
- (2) Readiness to adopt measures of regional economic co-operation that will give strength to all participants.
- (3) Insistence on non-intervention as the necessary counterpart of the conscientious acceptance of responsibility by governments for the good government of their peoples.
- (4) Effective co-operation by outside countries and agencies in the economic development of the region.

More than 30 years ago, when I first entered Parliament, I developed a keen interest in Latin America. I have maintained that interest ever since. It is, therefore, a matter of satisfaction for me to see the growth of our relations with the countries of this Hemisphere, a development which, I am sure, will be of great benefit to us all.

Canada's Relations with Thailand

THE Kingdom of Thailand, which is a little larger than Newfoundland and Labrador and has a population of 30 million, is located at the heart of Southeast Asia between Burma, Laos, Cambodia and Malaysia.⁽¹⁾

Its capital, Bangkok, with a population of 2.3 million, is the site of many offices of the United Nations, including the Economic Commission for Asia and the Far East (ECAFE). It is also the headquarters of the Southeast Asia Treaty Organization (SEATO).

Thailand is, by general definition, a developing country and some 80 per cent of its people depend on agriculture for their livelihood. The economy of Thailand is, however, developing at an encouraging rate. In 1966 alone, the sum of the goods and services produced in the country expanded 10 per cent in real terms.

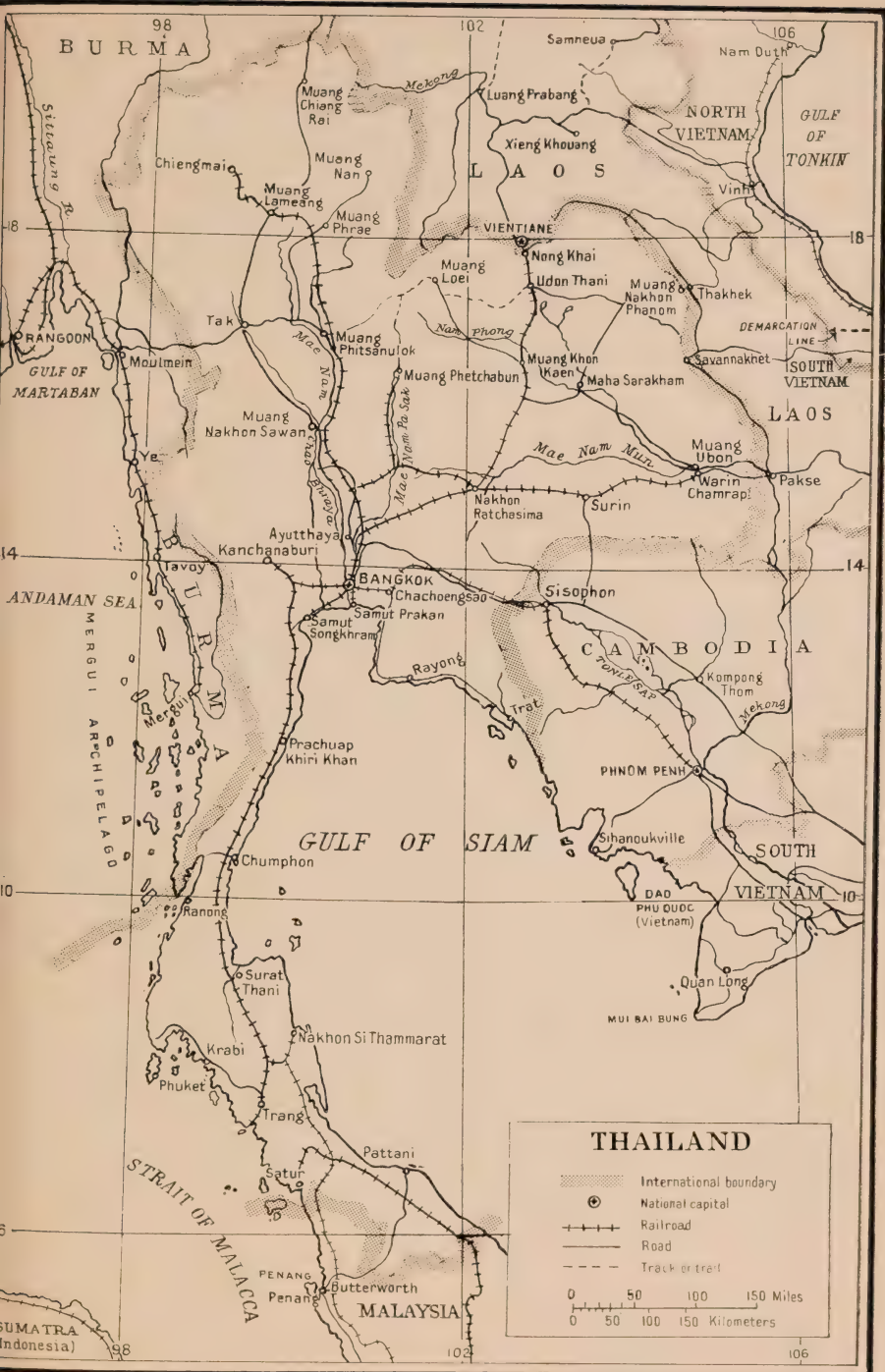
Thailand is the only country in Southeast Asia never colonized by a European power, and its outlook on world affairs continues to be influenced by that fact. Thailand has looked to co-operation with other countries in the region as an important aspect of its foreign policy. It was a founding member of SEATO and the Asian and Pacific Council (ASPAC) and has been an active partner in the Association of Southeast Asia (ASA), which links it with Malaysia and the Philippines. Thailand has also, however, attached importance to the American commitment in Southeast Asia as a means of counteracting potential threats to the security of the countries of the region. American forces are stationed in Thailand and the Thai Government has sent a small military contingent to support the forces of the Government of South Vietnam.

Diplomatic Ties with Canada

Canada's bilateral relations with Thailand have increased in recent years. Trade and economic assistance have so far been the mainstays of the relation. The two governments announced in November 1961 that they had agreed to enter into diplomatic relations and to exchange ambassadors. On the basis of that agreement a Canadian Ambassador was named to Thailand. He and his successors have been resident in Kuala Lumpur, Malaysia. The decision to open a resident Canadian mission in Bangkok was announced by the Secretary of State for External Affairs on April 27, 1967; the new Canadian Ambassador, still to be appointed, is expected to arrive in Bangkok later this year. The Government of Thailand opened a resident Embassy in Ottawa in 1963 and maintains a number of honorary consulates throughout Canada.

Thailand is a member of the Colombo Plan organization. It has received Canadian technical assistance since 1956 in the form of training facilities in

(1) See map.



Canada and the assignment of Canadian experts to Thailand. The Canadian Government has undertaken a number of large-scale aid projects in Thailand. It has carried out a feasibility study for a major highway. It has provided a team of seven university professors and technical advisers from the University of Manitoba to assist the University of the North-East at Khon Kaen. It has launched a project to improve secondary education by means of a loan for the equipment of 20 comprehensive schools. As part of the same project, a team of advisers from the University of Alberta will be sent to Thailand for a two-year period to advise education officials. A substantial number of Thai teachers will also come to the University of Alberta for training. Canada has also contributed towards the Mekong River development programme. Although no Canadian funds have so far gone into Mekong projects in Thailand itself, the programme as a whole is designed to be of joint benefit to Thailand and the other three riparian states — Laos, Cambodia and Vietnam. In addition, Canada has subscribed \$25 million to the capital fund of the Asian Development Bank, from which Thailand will be eligible to benefit.

Canadian Trade with Thailand

Prospects are good for a steady expansion in Canadian trade with Thailand. Canadian exports to Thailand have more than doubled, from \$2.8 million in 1963 to over \$6.7 million in 1966. In the same period, Canadian imports from Thailand have quadrupled, from \$600 thousand to \$2.4 million. Consideration is currently being given to the establishment of a formal framework for the conduct of trade between the two countries. The negotiation of an air agreement with Thailand is also under discussion.

Visit of King and Queen of Thailand

Thailand is participating in Expo '67. As part of the programme of state visits related to the World Exhibition and Canada's centennial celebrations, the King and Queen of Thailand, accompanied by Foreign Minister Thanat Khoman, were in Canada from June 20 to 24. They visited Ottawa, Montreal and Quebec City. The Thai pavilion at Expo '67 has been judged by many to be one of the most beautiful on the site. It is an example of traditional Thai architecture, and includes a Buddhist shrine.

Visit to Canada of Prime Minister Wilson

BECAUSE of the crisis in the Middle East, the Right Honourable Harold Wilson, Prime Minister of Britain, was unable to adhere to the programme drawn up for his official visit to Canada in honour of the Canadian centennial or to participate in the programme of events, including the British national day at Expo '67, arranged in his honour. When he arrived two days behind schedule, his visit became, as he described it, "essentially a working visit".

The Prime Minister and Mrs. Wilson arrived in Ottawa at Uplands Airport on the afternoon of June 1. Following a formal welcome by Prime Minister Pearson on Parliament Hill, the two Prime Ministers were joined by the Secretary of State for External Affairs, the Honourable Paul Martin, and senior officials for talks that continued through a "working dinner" at Mr. Pearson's residence.

Mr. Wilson left for Washington the following morning, June 2, after an early-morning press conference held jointly with Prime Minister Pearson.



In the garden of the Canadian Prime Minister's residence in Ottawa, the British Prime Minister, Mr. Harold Wilson (centre), chats with Mr. Pearson (right) and the Canadian Secretary of State for External Affairs, Mr. Paul Martin.

The Supplies and Properties Division

THE basic role of the Supplies and Properties Division of the Department of External Affairs is to provide and maintain the property and materiel resources and related services to permit posts abroad to function efficiently. Among its responsibilities are office buildings, official residences and staff accommodations, furniture, furnishings, motor vehicles and equipment. Another is the provision of furnishings and office equipment for the various divisions at headquarters in Ottawa.

The Supplies and Properties Division is responsible for the undermentioned properties at posts abroad:

77 office buildings:	owned	-	15
	rented	-	62
75 official residences:	owned	-	33
	rented	-	42
301 staff quarters:	owned	-	21
	rented	-	280
13 building sites:	owned	-	13

Organization

The Division is divided into two groups of sections responsible for property management and materiel management. The Chief of Property Management supervises the acquisition by leasing, purchase or construction of departmental controlled accommodation abroad and the maintenance and upkeep of all such properties. The Chief of Materiel Management supervises the purchase of materiel, supplies and related services to support post activities.

As the responsibilities and size of the department have expanded over the past years, so the work of the Supplies and Properties Division has significantly increased, particularly with respect to the support of posts around the world. In 1957, the division was responsible for the support of some 58 posts and 1,318 personnel. In 1967, the department has 86 posts and 1,950 personnel serving abroad. Each member of the department has occasion to call upon the services of the division at one time or another, whether it be for the provision of office accommodation, a house or apartment in which to live, the supply of furnishings, or the transportation or storage of personal effects. The division therefore plays a very active role in helping to promote efficiency and morale among departmental personnel, who are often required to serve under trying conditions of climate and environment.

The senior staff of the division is made up exclusively of non-rotational specialists with technical qualifications in property and materiel management. The majority of the more junior support staff are rotational employees who serve

in the division from one to two years. This creates problems in connection with continuity of effort, but provides personnel with valuable experience in the operation and work of the division.

A survey carried out in 1964 recommended that the Supplies and Properties Division be strengthened by the addition of a number of persons technically qualified in property and materiel management. The consultants also recognized the need for further support staff. Since that time, two senior officers with engineering degrees have joined the division, as have several graduates in interior design. Competitions are now under way for several technical officers with a knowledge of building maintenance, electrical, plumbing, and heating requirements, etc. The new staff members are expected to join the division in two or three months.

Acquisition of Properties Abroad

It is the view of the department that, in the interests of efficiency and economy, the programme of acquiring properties abroad should be continued and accelerated, subject to overall governmental budgetary considerations. As a consequence, the Supplies and Properties Division has developed a long-term programme of construction and property purchase. This has been carefully planned in order to produce buildings that will not only meet functional requirements but will also reflect credit on Canada through the use of architecture appropriate to the site and country.

The Treasury Board Advisory Committee on Accommodation Abroad was



Residence of the Canadian Ambassador, Oslo, Norway

established in 1958 to deal with all proposals for the construction or purchase of major buildings submitted by this and other departments. The committee includes representatives from the Treasury Board staff and the Departments of Public Work, Trade and Commerce and External Affairs. A senior officer from External Affairs acts as chairman. This department also acts in a secretarial and advisory capacity.

In 1958, a sub-committee known as the Architectural Advisory Committee was also set up to deal with architectural policy. The members include the Assistant Under-Secretary in charge of administration as chairman, the Assistant Deputy Minister of the Department of Public Works, and the head of the Supplies and Properties Division. Three architects recommended by the Royal Architectural Institute of Canada serve for periods of two to three years, and other officers of the department attend as secretary and in an advisory capacity.

The Treasury Board has approved in principle a long-term programme for acquiring property abroad. For this purpose, approval has been given to an increased annual capital expenditure over the next 12 years, subject to budgetary considerations. The programme starts with a gradual increase in expenditures over the first five years to provide time to develop the organization, obtain the necessary personnel, purchase building sites, and complete designs. After the twelfth year, there will be a tapering-off as the department's needs are fulfilled. The programme is being organized to allow the start of design and construction or acquisition of five chanceries, four official residences, and some 30 staff quarters during each fiscal year. A priority list of projects is maintained at headquarters. Each year, a number of posts in the top-priority group will be informed of the need to acquire land or buy a building to meet the needs of the long-term programme.

Duties and Responsibilities

The Chief of Property Management has charge of the following three sections: Property Acquisition, Property Maintenance and Leasing, and Programme Planning. In addition, a small section has been set up to co-ordinate arrangements for the new headquarters building. This unit reports directly to the head of division and is responsible for all matters relating to planning, floor layouts, space allocation, special equipment and facilities, and liaison with the Department of Public Works.

The Property Acquisition Section is responsible for buying properties abroad and developing a construction programme, as well as for alterations and improvements to buildings already owned. This section develops the briefs for the Department of Public Works and for the Canadian architects in cases where the department is planning a construction programme. This information includes a detailed breakdown of space requirements, including number and size of rooms, the total area required at the time of occupancy, and provision for expansion over the following ten-year period.

The figures in the brief are arrived at in consultation with various interested divisions in the department, with other departments having staff at the post, and with the post itself. All plans and specifications are studied by the Property Acquisition Section to ensure that the needs of the department are being met and that proposed layouts are revised as necessary to ensure the necessary level of efficiency and security. Copies of the preliminary plans are then forwarded to the post for their consideration and approval, if necessary, by local authorities. The section keeps a close check on each project as it develops and acts in the capacity of co-ordinator to ensure that no matters of importance are overlooked.

The Property Maintenance Section is responsible for the leasing of properties abroad to be used as chanceries, residences and staff accommodation under government contract. This section develops floor layouts for offices in consultation with other divisions and arranges for the necessary partitioning and other installations. The section has charge of a preventive maintenance programme and repairs or improvements to government-owned and -leased accommodation abroad. This involves the preparation of annual estimates and the review of proposals from posts for maintenance or repairs to accommodation.

The maintenance of the department's properties abroad presents many involved problems because of the peculiarities of architecture, unusual climatic conditions, and special installations required for heating, air-conditioning, water-filtration and sanitation. Special services such as char and janitor services, guard services and building cleaning are also the responsibility of this section. A good deal of time and effort are devoted to the landscaping and maintenance of the grounds surrounding departmental properties to improve the appearance and permit their use for official entertaining.

The Programme Planning Section acts as co-ordinator and works closely with the Property Acquisition and Maintenance Sections to ensure that leases are terminated at the expected occupancy date of buildings acquired by the department. The section conducts feasibility studies comparing the cost of purchasing accommodation with the rental of properties and makes recommendations as to the most economical course of action at a particular post. This unit also maintains certain financial records relating to property management and makes long-range forecasts of budgetary requirements. It assists in the control of construction projects through network charts and computer procedures.

The Chief of Materiel Management has charge of the following sections: Furnishings Abroad, Automotive and Electrical, General Purchasing, Stores and Shipping, Financial Control and Administration, and Inventory Control. He is responsible for the provision of all goods of a movable nature and services required to make properties held at posts abroad usable for their intended purposes. This includes all furnishings, stationery supplies and equipment for chanceries, and all motor vehicles for post use in the carrying-out of official duties. Materiel Management also handles the supply of furnishings and

equipment for use in official residences of heads of post, including table services, silver, crystal, china and linen, which are standardized for most posts. Furnishings and equipment are also supplied for staff living-accommodation at a number of posts.

Furnishing of Properties Abroad

The standards of quality the department has attempted to maintain are to provide heads of post with residence furniture and furnishings that compare favourably with those provided by other countries of similar status. No two furnishing schemes are alike as to design and quality because of the varied architecture of the buildings to be furnished and the location and importance of the post. A major factor is the climate and its effect on wooden furniture and fabrics. While certain goods and fabrics may be desirable, it is sometimes not possible to use them. Fabrics are especially difficult, since certain materials freely used in North America will not stand up when exposed to strong sunlight. Neither will they withstand the rigours of frequent laundering and dry-cleaning.

The Supplies and Properties Division has to date furnished 345 properties abroad in whole or in part. Regulations with regard to furnishing schemes for staff accommodation are set out in the *Supplies and Properties Manual*. Such schemes are, for the most part, only implemented at the more difficult posts or where special conditions obtain. For example, in most countries of Eastern Europe, accommodation can only be obtained through a government agency and personal leases for furnished accommodation are not possible. In the Far East and Africa, staff are discouraged from taking their own furniture because of the high cost of transportation over such long distances and the possibility of damage from heat, humidity and insects.

The Furnishings Section has a staff of qualified interior decorators who, on the basis of inspection visits, consultation with heads of post, etc., are familiar with the manner in which official residences should be furnished and equipped. Because of their contacts with manufacturers and wholesale houses, and a knowledge of various sources of supply, it is possible for these designers to buy on favourable terms and to obtain prompt delivery. If a major furnishing project is involved, it is considered desirable and more economical to send an officer to the post to check on sources of supply and produce a co-ordinated furnishing scheme. Although a number of complete new furnishing projects are implemented each year, a large part of the work of the Furnishings Section is taken up in refurbishing and replacement.

Paintings and Art Objects

The Furnishings Section is also responsible for paintings and art objects. Paintings are considered an important part of the decoration of an official residence, and it has been necessary for the department to establish a programme to acquire works by Canadian artists. A selection committee has been established

with representatives from the Department of External Affairs and the National Gallery. During the past five years, pictures by a number of Canadian artists have been acquired. The quantity is limited by budgetary considerations. In addition, a number of Eskimo prints and carvings have been purchased.

The department now owns 442 pictures, of which 410 are original oils, water-colours, etc., by some 185 Canadian artists. Its holdings also include 208 original Eskimo prints, 276 engravings, prints, etc., and 103 Eskimo carvings. The collection is as broad as possible in order to best illustrate talents of Canadian painters, keeping in mind the needs of External Affairs properties. When bought, the paintings are catalogued, photographed for records purposes, and framed as necessary. Requests from posts are carefully studied to ensure that the size, colour and subject matter of paintings sent will be suitable both for the particular house and the post for which they are being considered.

The Automotive and Electrical Section advises on electrical, plumbing and heating requirements, as well as the installation of air-conditioning equipment. It is responsible for the purchase of stoves, refrigerators, deep-freeze units, fans, heaters, radios, etc., required in all types of accommodation. A careful study must first be made to determine the climatic conditions, type and availability of electric power, water supply, and other factors affecting the selection of suitable equipment. Because of the unusual sources of power supply available at many of our posts, detailed records must be maintained in order to ensure that items provided can operate effectively and be properly maintained and serviced.

The department operates a fleet of some 203 motor vehicles at 86 posts. These cars and station-wagons provide transportation and facilitate the operation of a post in the way of delivering mail, messages, transportation to and from the airport, and trips to the foreign office and other government departments. The Automotive and Electrical Section maintains complete records covering the maintenance and repair of vehicles, insurance, accident reports, etc. It is responsible for the replacement of cars and station-wagons at intervals of three or four years or upon the completion of some 60,000 miles. The policy of the department is to provide Canadian-made vehicles wherever possible; recommendations for new cars are submitted to the Government Motor Vehicle Committee.

The General Purchasing Section is responsible for all orders relating to office equipment, both for headquarters and for posts abroad. This includes typewriters, adding machines, photocopying and dictating equipment. The section also processes all orders for bulk supplies of stationery placed through the Canadian Government Supply Service, orders for printing of various publications, etc. All purchase orders from other sections are typed, distributed, recorded and paid by the General Purchasing Section. This section makes arrangements with the CGSS for furniture required at headquarters and with Public Works for alterations, redecoration and repairs to the various buildings

housing departmental personnel in Ottawa. Senior staff of the section are the department's representatives on the Specifications Board, which establishes standards of stationery and supplies used by various government departments.

Most of the department's stationery, supplies, and office equipment are obtained through the Central Government Supply Service for use in chanceries abroad. In order to provide prompt and efficient service, the department maintains a storage depot where supplies of all items in constant use are held in stock. Each post and division at headquarters is provided with a catalogue listing all items available in the department and posts are requested to submit orders at intervals of six months and on a date specified by headquarters. This arrangement ensures a balanced flow of requisitions to the depot each and every month and results in improved service.

The Stores and Shipping Section, besides crating the above orders for shipment abroad, also makes the necessary transportation arrangements with shipping agents. In addition, personnel posted abroad consult this section with regard to the removal and storage of their personal effects, and are given assistance in the clearance of their effects through customs. This section obtains estimates from a number of firms covering the cost of packing furniture and furnishings. It arranges for transportation by the safest and most direct route, having regard to the relative costs involved.

The Financial Control and Administrative Section is responsible for the maintenance of up-to-date financial records relating to the division's operations. It also takes care of administrative matters having to do with leave, attendance, travel, administrative advice to staff and supervision of stenographic and typing services. This section is responsible for the preparation of the annual estimates to finance the operation of the division as a whole. The financial responsibilities include the development and maintenance of current commitment control records, as well as an up-to-date record of funds actually spent. Arrangements are made for transfers between allotments as occasion requires.

Inventory Control

Over the years, the department has built up a large capital investment in furniture, furnishings and equipment used in the various properties abroad. The Financial Administration Act requires that the department shall be responsible for maintaining proper administrative control over all such equipment. Complete inventories are required for each furnished property at intervals of three years. These are reconciled with inventory records maintained at headquarters by the Inventory Control Section, and discrepancies are corrected. Work-sheets are used to control non-inventory items such as crystal, china and linen. A Board of Survey meets at regular intervals to review applications for the write-off of articles damaged, lost or worn out. No furniture or furnishings on inventory may be disposed of without the approval of the Board of Survey.

Third AUPELF Conference

MONTREAL, MAY 8 TO 16, 1967

ABOUT 250 French-speaking professors, university administrators and scientists, from some 18 countries, gathered in Montreal on May 8 to take part in an international conference on the theme "The University and Scientific Research in the World of Today". Following the inaugural lecture, given by Mr. Pierre Auger, Director-General of the Organization for European Space Research, the delegates were welcomed by a number of speakers including, on behalf of the Federal Government, Mr. Jean-Luc Pépin, Minister of Energy, Mines and Resources.

The conference, which lasted until May 16, was the most important ever organized in the scientific context in French Canada. It was held under the auspices of AUPELF ("L'Association des universités partiellement ou entièrement de langue française") and with the active support of the Federal Government (the External Aid Office made it possible for some 20 representatives of French-speaking universities in the developing countries to participate) and the government of the Province of Quebec.

Origin and Membership

AUPELF was created in 1961 as a result of an initiative of the University of Montreal. Similarly constituted to the Association of Commonwealth Universities, this private, international organization, which has its secretariat at the university, now represents 55 institutions in 18 countries. Five Canadian universities are members: three in Quebec (Laval University, the University of Montreal, and the University of Sherbrooke) and two outside Quebec (the University of Ottawa and the University of Moncton). AUPELF constitutes at present the most important organization of its kind representing the French-speaking world. It has received the enthusiastic support of the academic French-speaking community throughout Canada.

AUPELF is financed through contributions from member institutions and private subscriptions. In addition, the Governments of France, Belgium, Congo (Kinshasa) and Morocco, and the Quebec government make annual contributions to help the organization meet its administrative costs as well as to support some of the Association's varied activities. In this regard, the Canadian Government agreed this spring to make an annual contribution of \$50,000.

Federal Financial Contribution

The General Assembly of the Association meets every three years and the Administrative Council meets once a year. This year the Council met in Quebec

City immediately before the Montreal conference. A visit to Ottawa by the Council, headed by the President of the Association, Mr. Mohammed El Fasi, Rector of the Moroccan Universities, provided an opportunity for the Secretary of State for External Affairs, the Honourable Paul Martin, to present a cheque for \$50,000 as the Canadian Government's first annual contribution to AUPELF's activities. At the same time, the Minister also announced that the Federal Government had decided to co-operate in a foundation ("Fonds international de coopération universitaire" — FICU) being established by AUPELF to encourage inter-university co-operation in the developing countries. Thus the Canadian Government, through the External Aid Office, will make \$500,000 available to FICU over the next five years.

During his brief speech of welcome to the members of the Council of Administration, the Minister reaffirmed the Federal Government's interest in encouraging cultural relations with French-speaking countries:

I have stressed on several occasions the importance of reflecting the bilingual and bicultural nature of Canada in conducting our foreign relations. Canada is favourably disposed towards the establishment of closer ties and increased exchanges in the cultural field in those countries which, like Canada, share the French language and culture. The development of our relations with French-speaking countries, which we have vigorously encouraged during the last few years, represents a new and important dimension for Canadian diplomacy.

As I have said before, there is something profoundly moving in the idea of a fraternity of language grouping different peoples, races, and continents on the basis of common cultural and human values. Also exciting is the conception of a fraternal grouping of countries in which French is spoken, stretching across the world and enriched by the civilizations of Asia and Africa. Who can say that this conception of 'la Francophonie' is not the proper concern of Canada — of French Canada in particular, certainly, but of Canada as a whole?

During the conference, more than 150 of the participants visited Ottawa, where they were welcomed by the Speaker of the House, Mr. Lucien Lamoureux, at a *vin d'honneur* offered by the Government. After a lunch at the University of Ottawa, one of the member institutions of AUPELF, the group visited the National Research Council before returning to Montreal.

Canada and Romania

DEVELOPMENT OF RELATIONS

ON May 9, 1967, the Secretary of State for External Affairs, the Honourable Paul Martin, tabled in the House of Commons the text of two exchanges of letters dated May 5, 1967, between the Governments of Canada and Romania concerning certain consular matters and claims.⁽¹⁾

The consular understanding clarifies, *inter alia*, the position of Canadian citizens, including those of Romanian origin, who may wish to travel to Romania. In announcing this understanding, Mr. Martin added that, "although it is not included in the formal exchange of notes, the attitude of the Romanian Government towards the problem of divided families was made clear by the head of the Romanian delegation which was in Ottawa last month". "So far as Romanian citizens are concerned", he went on, "the Romanian Government considers that this falls exclusively within the competence of the Romanian Government, but, on humanitarian grounds, Romanian authorities will continue to give sympathetic and benevolent consideration to applications by persons who wish to join members of their families in Canada."

Claims

The exchange of notes on claims constitutes an agreement to negotiate at an early date a settlement of outstanding financial claims between the two countries. The Secretary of State for External Affairs announced that the negotiations would take into account all claims of the Canadian Government and of persons who were Canadian citizens at the time of loss, in respect of pre-war debts as well as property nationalized, expropriated or otherwise taken by the Romanian authorities. In accordance with well-established international rules, the Canadian Government will be able to take into consideration only claims in respect of property which belonged to persons who were Canadian citizens at the time when the property was nationalized or otherwise taken.

The Secretary of State for External Affairs invited all Canadians who had property or financial claims against Romania to submit details of their claims before September 15, 1967, in order that they might be considered in the forthcoming negotiations. Relevant information for claimants, with forms and instructions on procedures to be followed, are available on application to the Claims Section of the Department of External Affairs. Persons who have already submitted information concerning their claims against Romania will shortly be receiving the appropriate forms by mail.

(1) The May issue of *External Affairs* contained a report on the establishment of diplomatic relations between Canada and Romania on April 3, 1967. Rapid progress has been made since that time on the development of a framework for these relations.

It is a matter of considerable satisfaction that such rapid progress has been possible in developing the framework for Canada's bilateral relations with Romania. That country has a population almost as large as Canada's and can boast one of the most rapidly expanding economies in Eastern Europe. Its trade with the West is growing quickly, as is its importance as a centre for Western tourism. Its foreign policy offers increased opportunity for useful collaboration with all states. The Canadian Government believes that the development of its relations with Romania will be not only of mutual benefit to both countries but will also contribute to improving East-West relations.

Visit of Heads of State or their Representatives

MAY 18 TO JUNE 13

AT the invitation of the Governor General, heads of state or their representatives from seven countries visited Canada in the latter part of May and the first half of June. The invitation made special reference to Canada's centennial celebrations, including Expo '67. Unsettled world conditions, however, abbreviated the visits of several countries.

Israel

The President of Israel and Mrs. Shazar, accompanied by senior officials, arrived in Ottawa on May 21 for an official visit to Canada. The press of events in the Middle East, however, forced the cancellation of their scheduled visit to Toronto, and restricted their visits to Montreal and Quebec.

The Netherlands

Queen Juliana and Prince Bernhard, accompanied by the Minister of Foreign Affairs of the Netherlands, Mr. J.H. Luns, visited Canada from May 13 to 26. Besides Ottawa and Montreal, the Queen and her party visited Toronto, southwestern Ontario, Calgary (Alberta) and Victoria (British Columbia).

The United States

President Johnson, accompanied by Postmaster-General O'Brien, visited Montreal on May 23, for the Expo '67 national day of his country. After the Montreal programme, the President made a brief visit to the summer home of Prime Minister Pearson at Harrington Lake near Ottawa.

Britain

Like President Johnson, Prime Minister Wilson was obliged to shorten his visit to Canada. The Commonwealth Secretary, Mr. H. Bowden, represented Britain in Montreal on June 1 during the celebration of the British national day, while Mr. Wilson was officially welcomed in Ottawa.

Australia

The Prime Minister of Australia and Mrs. Holt, accompanied by senior officials, visited Canada between June 3 and 8. In addition to Ottawa and Montreal, Mr. Holt and his party visited Quebec City.

Iran

The Iranian Minister of Economy, Dr. Ali-Khani, represented his country in Montreal from June 7 to 10.

Tunisia

The Associate Minister of Industry and Commerce, Mr. Bechir Ennaji, represented his country at Tunisia's national day at Expo '67 on June 13.

Corrigendum

May issue, Page 175, Paragraph 1, second sentence; Instead of "European", read "Eurocan".

Canadian Development Assistance

The following article, which consists of the third of three Jacob Blaustein Lectures for 1967, was delivered by the Secretary of State for External Affairs, the Honourable Paul Martin, on April 28, 1967, at Columbia University:

In my first lecture in this series, I attempted to show how Canada's policies in support of United Nations peacekeeping activities reflected the Canadian outlook on the world. In my second lecture, I discussed in some detail the position which Canada had adopted towards the most potentially dangerous, violent conflict in the world today, the war in Vietnam. For this third and last lecture, I am turning to a different aspect of the search for world peace — namely, the task of international development, and Canada's distinctive contribution to it.

It is certainly an oversimplification to see in international development a means of eliminating all threats to peace. The principal antagonists in the two great wars of this century were and are among the most economically-advanced countries of the world; this provides convincing and tragic proof that the hunger for power cannot be satisfied by material well-being alone. But, in this latter half of the twentieth century, it has become increasingly clear that a world community which is half rich and half poor cannot be stable or peaceful. His Holiness Pope Paul VI expressed this fact in a profound yet simple way when he said that "development is the new name for peace".

Origin of Economic Disparity

With the benefit of historical perspective, we can see that the origins of the present disparity in wealth among the world's peoples lie in the pattern of European economic and colonial expansion which took place in the eighteenth and nineteenth centuries. It was in Europe that the technological innovations which provided the key to our present-day economic prosperity in the Western world were first developed and applied. The resulting trade patterns, related as they were to the building of world-wide European empires, left the world with a set of economic relations manifestly unsuited to the aspirations and needs of a world which has come to recognize the dignity and right to equal opportunity of all peoples.

Canada, like the United States, is itself a product of European colonial expansion. As a country of European settlement, however, our peoples brought with them the skills and aptitudes, and the psychological make-up, which enabled them to share from an early stage the rapid technological and economic development which had begun in Europe. But the effort to build a new nation in North America has also, I think, given us some insight into the problems facing those nations in other parts of the world which have recently attained

independence, and have simultaneously embarked with determination on the path of economic and technological development.

In earlier days, the needs of other countries for outside assistance in achieving economic development would have gone largely unnoticed and unheeded. Indeed, it is only in relatively recent times that the conception of collective, governmental action to provide basic social services and stimulate economic development within our own borders has been recognized. From an historical point of view, we may regard the Second World War as the turning-point, which led to the realization, still unfortunately not fully accepted in all quarters, that responsibility for human welfare cannot be limited by political boundaries. During the war, thousands of Canadians fought and died not only for the freedom of their own country but also for the freedom of our allies and for the beliefs which we shared with them. It was only natural that the sense of common purpose which characterized our war effort should be expressed anew in the task of reconstruction, an essentially economic task which required the contribution of material resources from the countries which had suffered least to those which had suffered most.

Amidst the revolutionary changes which took place in the world in the years following 1945, it was borne home to us that the countries which had been devastated by war were not the only ones where people were suffering from poverty and deprivation. First the great nations of Asia, proud heirs to ancient civilizations, and then the peoples of Africa raised their voices, demanding the same freedom and independence that the victorious allies had fought for in the Second World War. Initially, this great revolutionary movement was expressed in essentially political terms, but it soon became clear that the quest for political independence was only the first stage in a much more basic search for a better and more fully satisfying life.

Colombo Plan

In 1950, Canada met with Britain, Australia, New Zealand, India, Pakistan and Ceylon to discuss ways of meeting the political, economic and social problems that faced the newly-independent Commonwealth countries of South and Southeast Asia. The result was the Colombo Plan, originally conceived as a Commonwealth response to what was regarded as a Commonwealth responsibility. To Canadians, the "new" Commonwealth which emerged in the years following the war was a source of some pride, for it was Canada which had originally pioneered the pattern of national independence within the Commonwealth. Canada was anxious to do what it could to make this "new" Commonwealth, embracing non-European as well as European peoples, a viable conception, and accordingly undertook to assist in the joint development effort which was so clearly needed. It is from that time that we can trace the growth of Canada's programme of aid to the developing countries.

For the eight years following its inception, the Colombo Plan was Canada's

only bilateral aid programme, and to it the Canadian Parliament appropriated annually the sum of \$25 million. Despite the addition of other areas of the world to the Canadian assistance effort, the Colombo Plan region continues to receive the bulk of Canadian aid funds. Between 1950 and March of this year, bilateral assistance provided to the area totalled \$800 million, of which an overwhelming proportion went to India and Pakistan. In this respect, Canadian allocations followed proportionately similar lines to those of the United States, Britain and West Germany. I am frequently asked by Canadians why such a large proportion of our funds are allocated to the Indian subcontinent. It is important to remember, when making comparisons of this nature, that India and Pakistan contain more people than the continents of Africa and Latin America put together. In the last 15 years, aid to India from all sources and of all types has amounted to little more than \$20 a person, but this low *per capita* figure nevertheless represents the staggering aggregate investment of \$9 billion.

The character of our aid to India and Pakistan has been one of heavy emphasis on power-infrastructure projects, which often benefit agriculture as well, plus an increasing amount of grant-aid food. Our food aid programme to India alone in 1966 was \$75 million in grants, a contribution which moved us ahead of the United States as a supplier on a comparative basis either of population or gross national product. The needs of India continue to be immense, and sometimes, when we look at the gloomy picture drawn by statistics of increasing population and food supplies diminished by drought, we may be tempted to despair. We should not forget, however, that India has put together in the last 15 years the important beginnings of a modern industrial structure, and has an expanded force of trained and educated manpower. Together with its potentially rich resources of land and water, India has a far better base for economic progress than existed 15 years ago. Much the same can be said with respect to Pakistan.

I want to deal at a later stage with our multilateral relations, but no discussion of Colombo Plan aid would be complete without a reference to the confidence we have in the future of the Asian Development Bank, at the inauguration of which, last year, Canada pledged an initial capital contribution of \$25 million. From its resources, we hope, will come great undertakings similar in scope and imagination to the Mekong development project (sponsored by the Economic Commission for Asia and the Far East), which serves Thailand, Laos, Cambodia and Vietnam, and which awaits only the resolution of the area's political differences to take a great step forward.

Aid to Commonwealth Caribbean

In 1958, Canada decided to broaden the scope of its contribution to international development by undertaking a new programme of assistance for the islands of the British West Indies. Canadians had long felt a special sense of attachment to the West Indies, based among other things on the traditional

trade in salt fish from the Maritime Provinces for West Indian sugar and rum. The establishment in the West Indies of a federation embracing the various islands, and the prospect of this federation becoming a second independent Commonwealth nation in the Western Hemisphere, gave added impetus to Canadian interest in the region. Initially, Canada's economic assistance was concentrated on the provision of infrastructure which would make the federation more viable, and took the form, among other things, of two cargo-passenger vessels for inter-island service.

The collapse of the West Indies Federation in 1962 ended, at least for the moment, the dream of a single united Commonwealth nation in the Caribbean, but it did not end Canadian interest in assisting the various West Indian territories in overcoming the problems of development which confront them. Indeed, with the attainment of independence by Jamaica and Trinidad and Tobago, and later by Guyana and Barbados, Canadian interest in strengthening and giving new meaning to its special relation with the area has intensified. This was the background for the important conference held in Ottawa in July 1966 and attended by the Prime Minister and chief ministers of all the Commonwealth Caribbean countries, at which various avenues of collaboration in achieving development were explored. At that conference, Canada made it clear that the Commonwealth Caribbean would be considered an area of concentration in the Canadian aid programme. Even before the conference, the Commonwealth Caribbean was receiving more assistance from Canada, on a *per capita* basis, than any other part of the world.

Aid to Africa and Latin America

Africa, a continent with which Canada had only the most tenuous relations in pre-war years, was the third area to come within the ambit of our aid programme. You will recall the great upsurge of independence which characterized the African scene in the years following 1957. Many of the newly-independent states had been British dependencies, and became members of the Commonwealth; others were formerly colonies of France and Belgium, and became heirs to the French language and culture. Thus it is in Africa that expression can be given in our aid programmes to Canada's own dual heritage.

Canadian assistance to Africa began in 1960, with an allocation for the Commonwealth African countries. In 1961 this was followed by the inauguration of a programme for the "Francophone" countries. Throughout Africa the most immediate need was for educational and technical assistance, and it was in these fields that we originally concentrated most of our attention. Recently, however, increasing emphasis has been placed on the need for capital projects, particularly for pre-investment and feasibility surveys, to enable the countries of Africa to make better use of their rich natural resources. From modest beginnings, our programmes for both Commonwealth and Francophone Africa have grown rapidly, as we have gained a greater understanding of Africa's needs and how they can be effectively met.

We were heavily involved in Asia, had undertaken a significant programme in the Commonwealth Caribbean, and faced a growing need in Africa, but could we afford to ignore the circumstances of Latin America? This was a difficult question. On the one hand, there was no doubt at all in our minds that the requirements of Latin America deserved the attention of the industrialized world. We had extensive diplomatic and commercial ties, and the sympathy that must come from our common membership in the American family. On the other hand, we lacked facility in the two major languages of the region, and we ran the risk of spreading our programme too thinly among the developing areas of the world. The decision, taken in 1964, was to allocate \$10 million from our newly-created development loan fund to Latin America for projects which would be submitted for our approval through the Inter-American Development Bank. The fund has grown by annual instalments and, by the end of this year, we shall have made loans for several major development projects in a number of Central and South American countries.

International Aid Institutions

In addition to our programme of bilateral assistance, Canada has participated actively from the beginning in the great international institutions that have grown up around the United Nations, drawing their strength from its universal approach. In 1966, Canada ranked fourth among the contributors to the United Nations Development Programme and the International Development Association, third in contributions to the United Nations Relief and Works Agency, and second in contributions to the World Food Programme.

Above all, we value the association we have established with the World Bank, which has become the repository of so much invaluable information and knowledge about the science of development assistance. The Bank, and its offspring, the International Development Association, are playing a major role in international development. As a member of the World Bank consortia for India, Pakistan, and the Indus Basin Development Fund, and of the consultative groups for Colombia, Malaysia, Nigeria, Thailand and Tunisia, we are convinced of the merit of this orderly approach to a nation's development requirements, and we look for the formation of more of these groups. We have been favourably impressed by the reports drawn up by the Bank, by the International Monetary Fund, and by the promise of more detailed planning conveyed by the terms of reference of the United Nations Development Programme, all of which help us to determine the most effective ways of allocating funds under our bilateral programmes.

Like other countries which have undertaken programmes of development assistance, Canada has found the Development Assistance Committee of the Organization for Economic Co-operation and Development particularly useful as a means of co-ordinating our common effort. The Development Assistance Committee was created in 1960, precisely to counter some of those old arguments

about unco-ordinated bilateral aid, and to provide a meeting-place where donors could exchange confidences. The initial concern of the Development Assistance Committee was with the equitable sharing of the responsibility for providing assistance, and for this purpose it undertook to establish statistical measurements of the flow of resources to countries in the course of economic development.

The Development Assistance Committee, under its first-rate chairman, Mr. Willard Thorp, has performed its task well, both in the area of burden-sharing and statistical analysis, as well as in the stimulation of increased volume and the promotion of more reasonable terms of aid. I make no criticism of its past endeavours, however, when I say that a new impetus is required from this forum, in which most of the Western donors, Australia, and Japan are represented. The Development Assistance Committee has known, as have the World Bank and the United Nations, that our joint efforts are faltering. The encouraging increases in the expansion of aid that took place before 1961 have not yet been repeated, and the terms on which assistance is extended are hardening, building repayment problems for the future. It may well be time for the Development Assistance Committee to speak to its members a little more firmly, and to exercise the moral suasion its unique position commands.

We have the assurance of the World Bank that the developing countries could make effective use of at least another \$4 to \$5 billion annually than they are now receiving. This means that the Bank has judged the problems of disbursement and absorption as not insurmountable, and indicates an encouraging view of the possibility of speeding up the timetable of development. I do not know if this volume can be attained in the short run. Taking the practical view, I find it hard to believe that we can collectively achieve a 35 percent increase in all forms of aid within, say, the next five years; but, drawing upon the experience of war, I am not unconscious of the fact that amazing results can be obtained from single-mindedness of purpose.

Terms of Aid

But, of equal importance, can we provide this aid on terms which will be of long-term assistance to the developing world? It is a sobering fact that the developing countries pay out between them \$3.5 billion a year for servicing their external public debt and twice that sum when private commitments are included. The poorest among them, a former World Bank official has estimated, are now repaying more in interest and principal on World Bank loans than they are receiving in disbursements from the Bank. If we increase the amount of capital available without considering the impact of our terms on the developing countries, we could be compounding current difficulties and postponing indefinitely the creation of conditions of self-sustaining economic growth.

In planning for Canada's programme of development assistance, we have been deeply conscious of the need for more aid, and for aid on better terms.

At the present time, Canadian aid in all forms amounts to approximately \$300 million a year, which is about three-fifths of one per cent of our gross national product. In a period when the level of assistance to the developing countries has been tending to remain static, Canada has taken the decision to expand its contribution to international development to an amount approximately equal to one per cent of its gross national product by the early 1970s.

The terms of Canadian aid have always been relatively favourable. In the beginning, almost all our aid was in the form of grants, and grant aid continues to make up a substantial proportion of our total allocations. When the level of aid was expanded and it was decided to make aid available in loan form, the terms were based on those offered by the International Development Association — that is, no interest, ten years grace, and repayment over a further period of 40 years. Last year, even the three-quarters of one per cent service charge on this type of assistance was eliminated. We recognized, however, that some developing countries would usefully handle loans with somewhat higher repayment obligations and, to meet this particular need, a type of loan carrying interest at three per cent, with seven years grace and 30 years maturity, was introduced.

The third type of loan available, of course, is that issued under the terms of Canada's Export Credits Insurance Act. These are extended on a commercial basis but qualify as development assistance because their terms are softer than those which could be extended directly by Canadian exporters. We include these loans in our aid programme figures because they form part of the internationally-accepted measure of flow, while accepting the argument that they are designed primarily to serve the Canadian exporter. At one time, export credits represented almost one-third of the entire programme, but in the year just past they accounted for only one-sixth, and the proportion is expected to grow smaller each year.

Practice of Tying Aid Funds

Canada maintains the policy of insisting that its aid be given in the form of Canadian goods and services, of tying our aid funds, in other words, to procurement in Canada. We do this of economic necessity, rather than by conviction, because our sympathies lie with the terms of the recommendation adopted by the Development Assistance Committee in July 1965, which said, in part :

(Tying of aid) can bring about cumbersome limitations on the freedom of the recipient to choose freely the most suitable sources of supply on the international market. With regard to bilateral assistance, member countries should jointly and individually endeavour, unless inhibited by serious balance-of-payments problems, to reduce progressively the scope of aid-tying, with a view ultimately to removing procurement restrictions to the maximum amount possible.

A significant proportion of Canadian aid is channelled through the multi-lateral agencies and is, of course, already untied. In respect of our bilateral aid, we are willing, indeed anxious, to move from our position in concert with our fellow donors, particularly those whose economic influence in the world is so

much greater than that of Canada. To be realistic, I cannot visualize early international agreement on this question, considering the disparate nature of aid programmes and donor economies. I am, however, hopeful that it will be possible to arrive at a formula which would permit gradual movement towards the objective.

In the meantime, we have done our best to mitigate the possible adverse effects of tying aid. Procedures have been adopted to ensure that there will be competitive bidding by our exporters, and we make available a sufficiently broad range of goods and services to enable the recipient country to avoid those with a relative price disadvantage. Perhaps I may observe, at this time, that, as the result of aid associations extending over a period of 15 years, the kind of request made to us today is usually for the kind of service or material that we offer on a world-wide competitive basis of price and quality. Another step we have taken is to reduce the emphasis formerly placed on financing only the foreign-exchange component of a project. In the Caribbean area, in particular, we have indicated our willingness to assume a proportion of local costs where this is necessary to ensure the completion of a high-priority project.

We have also recognized the need for what is called programme or non-project aid. The very pace of development exerts a pressure on such countries as India and Pakistan to use more and more foreign exchange to feed the increasing demands of a growing industrial economy. To meet this need for raw material and spare parts, we have developed a large-scale commodity programme, primarily for the larger Asian countries, and have adopted procedures that enable users to enter into direct relations with Canadian suppliers.

From what I have already said, it will, I think, be clear that Canada's programmes of development assistance represent a significant contribution to the international effort to build a more peaceful and stable world community, capable of meeting successfully the problems of social change and economic development that characterize our times. Aid is, of course, only one of the ways in which the developed countries can contribute to the process of international development. As a result of the work of the United Nations Conference on Trade and Development, we have begun to obtain a clearer understanding of the role which trade can and must play in this process. Unless the trading opportunities of the developing countries are significantly improved, it may well prove impossible for them ever to attain self-sustaining growth.

International Commodity Agreements

For many of the developing countries, the export of basic commodities accounts for a large proportion of total earnings from trade, and it is, therefore, a matter of urgency to stabilize and improve their earnings from these commodity exports. This can only be done effectively through international commodity agreements, and Canada has been participating actively in the negotiations which are taking place with respect to several commodities. There is need also to open up larger

markets for the products of the industries which the developing countries are establishing. While understandably concerned about the possibility of market disruption, Canada has a relatively good record in providing a market for manufactured goods from the developing countries. We are very hopeful that the tariff negotiations currently being concluded in Geneva (the "Kennedy Round") will result in a more rational and efficient international division of labour, and thus be of particular benefit to the developing countries as well as to the international community in general.

Because of the increasing realization that trade relations are of great importance in international development, and the failure of aid programmes to have the full impact that had at one time been expected, there are those who argue that trade, not aid, is the real answer to the problem of under-development. This is, I believe, an oversimplification of the issue, for the provision of capital assistance and manpower training under development-assistance programmes, and the provision of wider market opportunities for the products of the developing countries, are really two sides to the same coin of international development. With the experience gained over the past two decades, Canada, like the other countries which have undertaken programmes of development assistance, has come to realize that the task of international development is much more complex, and more formidable, than was once thought. We have realized that a long-term effort will be required, and, with specific reference to our aid programmes, that more sophisticated and comprehensive administrative arrangements, and more clarity and precision with respect to objectives, will be necessary.

The purpose of aid, as we see it, is clearly and simply to help the less-developed countries of the world achieve a degree of economic development which accords with the needs and aspirations of their peoples. Unfortunately, this basic, central objective has all too often been obscured and distorted by conflicting considerations. If genuine international development is to take place on the scale desired, and with the necessarily limited resources available, it is essential that the goal of economic development be kept at the forefront of our thinking, and that other goals be discarded, or at least placed in a subordinate position.

Aid and Politics

There is, for example, a tendency in some quarters to regard aid as a means of exerting political influence. Given the conflict of ideologies which is such an important feature of the international scene, this tendency is perhaps understandable. Certainly, we should hope that the attainment of economic development would encourage the less-developed countries to evolve systems of government consonant with our own ideals of liberty, an open society, and respect for the rule of law. It should be noted, too, that a certain degree of confidence and understanding must exist between donor and recipient governments, if only to make possible the administrative arrangements necessary for the successful opera-

tion of an aid programme. But it is, I think, a grave error to view aid as a means of gaining immediate political objectives, or of buying friends. Experience has clearly shown that such a view may not only lead to disappointment but can result also in the waste of scarce resources and a failure to achieve any sort of meaningful economic result.

Another goal which is sometimes claimed for aid programmes, and which I think is also of doubtful validity, is the attainment of immediate commercial benefit for the donor country. Economic progress in the developing countries will, in the long run, result in expanding trade opportunities on a global scale, but aid programmes which have as their principal purpose the stimulation of production in the donor country are not likely to be very relevant to the economic needs of the less-developed countries. The drive and know-how of businessmen in our free-enterprise economies must, of course, be utilized in the implementation of aid projects, but to confuse aid programmes with the promotion of exports, in itself a perfectly legitimate and necessary field of government action, is to run the risk of failing to achieve the objectives of either.

Aid as Charity

There is also, I think, a risk involved in regarding aid as charity, or as some kind of massive international relief effort. Special emergency measures must, of course, be taken from time to time on an international scale for the relief of human suffering, and such measures often tend to find their way into aid programmes. It would be morally and humanly wrong not to provide assistance when the alternatives are sickness, starvation and death. But such measures, if they are allowed to become the foundation of an aid programme, may well make it more difficult to achieve effective and lasting economic progress in the long run. Certainly, a spirit of humanitarianism is an important motive for the provision of aid, but there is, I think, a danger that overemphasis on charitable and humanitarian motives may lead us to underestimate the need for sound policies and effective, practical administrative arrangements if development is to be successfully achieved.

If the goal of economic development must be accorded the dominant position in the thinking of the developed countries with respect to aid programmes, it is equally important that the developing countries themselves evolve policies clearly aimed at this goal. While shortage of investment capital and skilled manpower are two of the principal obstacles to development, and can be at least partially overcome through international development-assistance programmes, there are other obstacles to development which only the developing countries themselves are in a position to tackle effectively. One of these is, of course, the rapid rate of population growth which characterizes so many developing countries, and has reduced the effectiveness, in *per capita* terms, of so much of the development that has taken place in recent years. Another factor which may inhibit growth in some developing countries is small size, which, of course, results in a small

market and loss of the advantages which may be gained from economies of scale. One response to this problem is regional economic, and perhaps even political, integration. It is encouraging to note that increasing numbers of developing countries are seriously examining the possibilities of integration and other forms of co-operation to achieve economies of scale.

Effect of Day-to-Day Pressures

In allocating their aid, donor countries are certainly obliged to look for some evidence of performance on the part of the recipients, but I think we must recognize, at the same time, that governments in the developing countries are no freer from day-to-day pressures than governments in developed countries, and are often less well-equipped to cope with them. As one commentator recently noted, a developing country is faced with the necessity of balancing orderly growth against the disorderly demands of the present. When we recall that almost all developing countries are simultaneously undergoing rapid social change, and are engaged in evolving their own national personalities, it is clear that the criteria which donor countries must apply to ensure effective use of the resources they are contributing need to be tempered by an understanding of, and sympathy for, the particular problems faced by individual developing countries.

Development is not a simple mechanical process, and does not take place in a vacuum; it is influenced and shaped by a great many factors, among the most important of which are those associated with the culture and traditions of the countries concerned. Statistics on economic growth, although important, are not the sole indication of a successful development effort, for a developing country can hardly be expected to pursue economic growth to the exclusion of other goals which it may regard as important, such as a balanced distribution of wealth, and respect for its cultural heritage.

What this means, of course, is that genuine development is an endogenous process; while it can be assisted from without, it must be produced from within. In the final analysis, the quest for development involves not only higher standards of material well-being but also the sense of responsibility and self-reliance that can come only from the successful achievement of a common goal by means of one's own efforts. The role of aid is to make this task easier and less costly in terms of social and human values, but aid can never be more than a supplementary factor in the overall process of development. Unfortunately, aid may have a tendency to enhance the cultural influence of the developed countries within the developing world, at a time when the most profound problems of the developing countries involve the need to break with this influence, at least to some extent. To recognize this is not to question the value or necessity of aid programmes; it is rather to point out some of the pitfalls, and to underline the need for true generosity of spirit, as well as generosity of purpose, in approaching the task of international development.

In this lecture, I have attempted to outline Canada's approach to inter-

national development, and how the form and direction which Canadian aid programmes have taken reflect Canada's own make-up and economic capabilities, as well as its outlook on the world. To conclude both this lecture and the series, I can think of no more fitting words than those of Pope Paul VI in his recent encyclical — words which can, I believe, serve as an inspiration to us all :

Excessive economic, social and cultural inequalities among peoples arouse tensions and conflicts, and are a danger to peace To wage war on misery and to struggle against injustice is to promote, along with improved conditions, the human and spiritual progress of all men, and therefore the common good of humanity. Peace cannot be limited to a mere absence of war, the result of an ever-precarious balance of forces. No, peace is something that is built up day after day, in the pursuit of an order intended by God, which implies a more perfect form of justice among men.

External Affairs in Parliament

Canada-United States Ministerial Meeting

The following communiqué was tabled in the House of Commons on June 23 by the Honourable Robert H. Winters, Minister of Trade and Commerce :

The eleventh meeting of the Joint Canada-United States Ministerial Committee on Trade and Economic Affairs was held in Montreal, June 20-22.

The Committee exchanged views on current economic developments. They reviewed the success achieved in both countries in moderating excessive demand pressures during the past year and noted that a more dynamic pace of extension of real output was expected in coming months. Recovery of the residential construction industry, an end to the inventory correction, modest expansion of private investment expenditures, higher federal, state and local government purchases, and renewed vigour in consumer spending were cited as the major anticipated sources of strength in the United States outlook for the coming year. Similar forces were also expected to lead to stronger growth in Canada. The Committee emphasized the need for flexible and responsible fiscal policy in both countries during the coming months. They recognized the need for dealing with the problem of achieving greater stability in costs and prices, especially as the two economies resume rates of advance more in line with their potentials.

In a world of growing trade and development assistance, Committee members affirmed the intention of their governments to press for general agreement at the 1967 annual meeting of the Governors of the International Monetary Funds on the structure and major provisions of a contingency plan for the creation of a new international reserve asset. They stressed the need for an asset which monetary authorities could include in their reserves.

The Committee also reviewed the balance-of-payments prospects of the two countries. United States members reiterated the continued determination of the United States to make as much progress toward equilibrium in its world-wide balance of payments as the costs of Vietnam permit. The Committee discussed capital movements between the two countries and took note of the benefits to both countries of existing arrangements relating to access by Canadian borrowers to the United States capital market.

The Committee welcomed the successful conclusion of the "Kennedy Round" of trade negotiations, which will provide an important stimulus to world trade as well as to trade between the United States and Canada. They discussed prospects for the future trade liberalization, noted that both countries are conducting studies on this matter and agreed to continue close consultations.

The Committee devoted special attention to the trade problems of the developing countries, recognizing the importance of positive and constructive

measures in support of efforts by the developing countries to accelerate their own economic development. This will be the main theme of the Second United Nations Conference on Trade and Development early next year.

The Committee was concerned about the failure of development aid to expand in line with the growing requirements of the developing countries. In this context, early and substantially enlarged replenishment of International Development Association resources must have a high priority. The Committee welcomed the new multilateral food-aid programme agreed upon in the "Kennedy Round", which will help expand food aid and will result in a more equitable sharing of the cost. The amount and character of food assistance must be improved as well as the degree of self-help by the recipient nations.

The Committee recognized the importance of close and effective co-operation between the two countries in respect of wheat-marketing policies, including wheat flour, particularly in the context of the new cereals agreement concluded in the "Kennedy Round". They agreed to strengthen consultative arrangements concerning wheat marketing and food aid.

United States members reiterated their concern over those aspects of the Canadian Bank Act which, in their view, have the effect of discriminating retroactively against a bank in Canada owned in the United States. Canadian Ministers took a different view of the effect of the Bank Act, and stressed the importance of effective Canadian ownership of major financial institutions. They reiterated Canada's intention to encourage increased participation by Canadians in the ownership and control of Canadian industry while continuing to maintain a hospitable climate for foreign investment.

Canadian members also drew attention to the problem arising from the effect which certain United States laws and regulations may have upon Canadian companies, especially as regards securities regulations and foreign-assets control, but noted that good progress has been made in dealing with particular aspects of the problem. The Committee agreed on the desirability of an exchange of information in the securities field that would benefit investors in both countries.

The Committee examined results achieved under the Automotive Agreement of 1965. Despite fluctuations in demand and the continuing process of adjustment, the industry is making progress in rationalization and efficiency, and trade in automotive products between the two countries has expanded substantially, to the benefit of both producers and consumers. They noted that a comprehensive review of the Agreement was to begin later this year.

The Committee discussed energy relations between the two countries. They recognized the common interest in the orderly expansion of trade in energy resources and discussed the kinds of facilities which might be needed to serve efficiently the development of this trade. The Committee noted the recent decision of the Federal Power Commission, which, in approving the transmission of natural gas to Eastern Canadian and border states customers, referred to the community of interest in this project and to its security advantages.

The Committee discussed a number of bilateral questions of current interest to the two countries. United States members urged that Canadian tourists returning to Canada from the United States be given duty-free allowances equivalent to those given Canadian tourists returning from overseas areas. They also requested that Canada accord official recognition to Bourbon whisky as a distinctive product of the United States.

Canadian Ministers referred to the desirability of expanding the area of free trade in agricultural machinery, tractors and equipment, and it was agreed that this matter should be examined jointly with a view to working out mutually satisfactory arrangements. They also urged the elimination of the manufacturing clause in United States copyright legislation and the relaxation of restrictions on United States imports of aged Canadian cheddar cheese. Canadian members drew attention to the problem created from time to time because of the cross-border movement of relatively small quantities of agricultural products at depressed prices, usually at or near the end of the marketing season. The Committee agreed that continued efforts would be made to work out acceptable solutions to these problems. Other topics discussed included trade in lead and zinc, and the St. John River Development.

The Committee expressed pleasure that agreement had been reached regarding winter maintenance for the Haines Cutoff portion of the Alaska Highway and discussed possible improvement in the Alaska Highway system.

The Committee took note of the studies at present being undertaken by the International Joint Commission, which, at the request of the two governments, is investigating a number of questions of economic and general public interest relating to boundary waters and pollution of air and water.

Meetings of the Joint Ministerial Committee have in the past been held alternately in Ottawa and Washington. On the occasion of the centennial of Canada's Confederation, this meeting was held in Montreal, which provided an opportunity for members of the Committee to visit Expo '67.

The United States Secretary of State, the Honourable Dean Rusk, and the Canadian Secretary of State for External Affairs, the Honourable Paul Martin, were unable to participate in the meeting as planned because of the emergency session of the United Nations General Assembly. The United States was represented by Secretary of the Treasury the Honourable Henry H. Fowler (chairman of the delegation); United States Ambassador to Canada, the Honourable W. Walton Butterworth; Secretary of Agriculture, the Honourable Orville L. Freeman; Secretary of Commerce, the Honourable Alexander B. Trobridge; Under Secretary of the Interior, the Honourable Charles F. Luce; Chairman of the President's Council of Economic Advisers, the Honourable Gardner Ackley; Assistant Secretary of State for Economic Affairs, the Honourable Anthony M. Solomon.

The Canadian delegation was headed by the Honourable Robert H. Winters, Minister of Trade and Commerce, and included the Honourable Mitchell Sharp,

Minister of Finance; the Honourable Charles M. Drury, Minister of Industry; the Honourable Jean-Luc Pépin, Minister of Energy, Mines and Resources; the Honourable J. J. Greene, Minister of Agriculture; Mr. Louis Rasminsky, Governor of the Bank of Canada; and Mr. A. E. Ritchie, Canadian Ambassador to the United States.

Conditions for Peace in the Middle East

The following passages are from a statement to the House of Commons on June 8 by the Prime Minister, the Right Honourable L. B. Pearson :

... It is perfectly clear from the experience of 20 years, since the State of Israel was founded, that only a fair and enduring peace (and it will not endure if it is not fair) and a political settlement can avoid another round in this dangerous game of brinkmanship on the edge of the abyss, indulged in not only by the states of that area but by the great powers as well

What is the basis for such a political settlement and a more enduring peace than an armistice along with a state of war ? We must not forget that, in the almost 20 years since 1948, there has been an armistice but there has also been a state of war. I can only outline what I think is a possible basis, and there is nothing original in it.

There will have to be certain military withdrawals, after a cease-fire, by negotiation and agreement. If the military *status quo*, or something approaching it, is to be restored, there must be certain political guarantees which will produce stability. This will require understanding on both sides and some firm and agreed decisions by the United Nations Security Council to back them up. That cannot be done unless the four permanent members of the Security Council can get together. I leave Honourable Members to form their own opinions about the ease with which this can be accomplished, notwithstanding the encouraging sign the other night when at least they agreed on a cease-fire resolution. But to bring the Israeli forces back behind the borders of last week, without doing anything about the situation in the Gulf of Aqaba, would not provide for peace but merely a temporary absence of hostilities.

So I suggest, secondly, that, regardless of the legal controversy, which can be sent to the International Court for decision, there should be no exercise by those who claim the right of sovereignty, whether the claim is valid or not (and I am not attaching any judgment to that), to interfere with any innocent passage through the Strait of Tiran and the Gulf of Aqaba to Elath, which should be recognized by all as an Israeli port.

The third point is that something should be done about the right of Israeli ships, which right was exercised by all other ships until a day or so ago, to navigate the Suez Canal. There have been decisions by the Security Council of

the United Nations affirming that right, but, in practice, the affirmation has not meant very much to Israel.

Back in March 1957 again, the Right Honourable Leader of the Opposition asked me whether I agreed with "the statement made yesterday" by Mr. Dulles that the denial to Israel of the right of freedom of shipping in the Suez Canal was an unlawful act on the part of Egypt. I said in answer to that question :

Mr. Speaker, in regard to the first question the policy of this Government — (and I am sure it is the policy of this Parliament)

— has already been stated, that in its view navigation of the Suez Canal should be free to the ships of all nations, and that would include Israel.

The fourth point is the establishment once again, in spite of our somewhat disillusioning experiences in the last few weeks, of a United Nations presence in force between the armies that have been fighting, and a presence which will operate on both sides of the border. There has been a great reluctance on the part of Israel to allow United Nations truce observation groups to operate on her territory. This is one respect in which I think she should change her policy and on which agreement should be reached

The next point relates to what I have been saying about a United Nations presence. I should also hope that there could be a demilitarized zone on both sides of the border and that effective steps (I know they have been attempted, and the men of these observer groups have served with great courage and devotion) will be taken to prevent infiltration, terroristic acts and provocation on both sides

The other element in the situation is refugees. When the fighting ended in 1948, there were about 750,000 Palestinian Arabs who left their homes. I will not go into the pressures which were on them to leave, but they left their homes and became refugees. There are one and a quarter million of them now, after nearly 20 years. They are maintained by the United Nations.

A real opportunity has never been given to these refugees to decide whether they could or would be willing to locate in other countries, and perhaps a sufficient effort has never been made to get at least some of them back to their homes in Israel. Of course, the two things would go together. They have been tragically used as pawns in the game of Middle East politics and, unless a much more effective effort is made to deal with this situation than has been possible in the past, it will not be too easy to be optimistic about the other elements of the settlement.

Those are the five or six elements of a political solution that I venture to put before the Committee. Whether they could be successfully worked out in a political settlement I do not know, because there is an issue which goes even deeper than any of the ones I have mentioned — the issue of deep fear and hostility on both sides, the Arab side and the Jewish side. Until that fear is removed somehow, I do not think there will be peace in that area. Yet, if it could be removed and at least a mutual acceptance on both sides could be built up,

there is no doubt in my mind that the Arab states would be among the first and most important beneficiaries of that change through the help and co-operation that they could get from Israel.

Later the same day, the Secretary of State for External Affairs, the Honourable Paul Martin, discussed as follows the problem of the supply of arms to the countries of the Middle East :

... In searching for ways and means of finding grounds for the establishment and maintenance of peaceful conditions, one should not overlook the desirability of preventing a continuation of the arms build-up among the states of the Middle East. I think it has been clearly demonstrated that the contest in arms acquisition in the Middle East which has gone on in past years has contributed largely to the regrettable development of present full-scale hostilities and, at the same time, has had a most debilitating effect on the relatively weak economies of the countries involved. Surely the large sums expended towards the establishments of war machines would have been better devoted to an improvement in living conditions of the people of the area....

On the question of arms build-up, I should earnestly hope that supplier countries, and especially the big powers, could arrive at an understanding which would prevent a recurrence of the unfortunate accidents which we have witnessed during the past few days. It is the firm intention of the Canadian Government to continue its policy and practice of not providing military supplies to the area. The general policy of governments that have practised this concept is not to supply arms in any theatre of conflict....

FORTHCOMING CONFERENCES

ECOSOC, forty third session : Geneva, July 11 — August 4

UNCTAD, fifth session of the Trade and Development Board : Geneva, August 15 — September 8

UN General Assembly, twenty-second session : New York, September 19

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. J. H. Vincent posted from the Canadian Embassy, Moscow, to Ottawa, effective April 14, 1967.

Miss T. I. Nicholson appointed to the Department of External Affairs as Personnel Administrator 3, effective May 1, 1967.

Mr. A. L. Graham appointed to the Department of External Affairs as Junior Executive Officer, effective May 8, 1967.

Mr. P. J. Kirkland appointed to the Department of External Affairs as Personnel Administrator 4, effective May 8, 1967.

Mr. P. A. Oldham appointed to the Department of External Affairs as Junior Executive Officer, effective May 8, 1967.

Mr. C. S. A. Ritchie, Permanent Representative and Ambassador to the Delegation of Canada to the North Atlantic Council, Paris, appointed High Commissioner for Canada to Britain, effective May 16, 1967.

Mr. C. H. West retired from the Public Service, effective May 20, 1967.

Mr. R. Campbell, Canadian Ambassador to Yugoslavia, appointed Permanent Representative and Ambassador to the Delegation of Canada to the North Atlantic Council, Paris, effective May 22, 1967.

Mr. B. R. Warren appointed to the Department of External Affairs as Financial Administrator 6, effective May 23, 1967.

Mr. A. J. J. Young posted from the Canadian Embassy, Tokyo, to Ottawa, effective May 29, 1967.

Miss K. C. B. Cantlie resigned from the Department of External Affairs, effective May 31, 1967.

Mr. G. L. Kristianson appointed to the Department of External Affairs as Foreign Service Officer 3, effective June 1, 1967.

Mr. W. P. McLeod posted from the Canadian Embassy, Rio de Janeiro, to Ottawa, effective June 1, 1967.

- Mr. J. G. M. J. Bilodeau appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. F. A. D. Blair appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. A. M. Careau appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Miss M. J. Caskey appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. M. J. Chesson appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. W. V. Clifford appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. A. Dallaire appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Miss A. M. Doyle appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. B. Dubé appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. W. A. Dymond appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. J. A. Gagnon appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. J. G. D. Grégoire de Blois appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. J. R. Groves appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. N. H. Mailhot appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. J. A. M. Pelletier appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. Y. St. Hilaire appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Miss H. Simard appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. R. Thibault appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.
- Mr. S. A. Wade appointed to the Department of External Affairs as Foreign Service Officer 1, effective June 5, 1967.

Mr. C. J. Webster, Foreign Service Officer, deceased April 23, 1967.

Mr. J. D. Foote, Foreign Service Officer, deceased May 8, 1967.

EXTERNAL AFFAIRS

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The Kennedy Round of Tariff Negotiations

On May 15, the Director-General of the General Agreement on Tariffs and Trade, Mr. Eric Wyndham-White, announced in Geneva the successful conclusion of negotiation of the essential elements in the Kennedy Round. The following are excerpts from the statement made by Mr. Wyndham-White on this occasion.

Almost 50 countries, accounting for around 80 per cent of world trade, have participated in the negotiations, which have been wide-ranging and comprehensive and the most ambitious attempt ever made to achieve the liberalization of international trade. The results are of a far greater magnitude than those obtained in any previous trade negotiations. Through the operation of the most-favoured-nation rule, all GATT countries stand to benefit from these results. In the industrial field, the negotiations have been based on a working hypothesis of a linear tariff reduction of 50 per cent by major industrialized countries and have resulted in important tariff cuts over a very wide range of industrial products. In many areas, reductions of 50 per cent have been agreed on. It has been estimated that trade in the products on which concessions have been agreed on amounts to some \$40 billion. Among the most difficult problems dealt with multilaterally have been those related to chemicals and steel; on these we have reached agreements of outstanding importance. In the agricultural field, the basic elements to be incorporated in a grains arrangement have been agreed upon after difficult and intensive negotiations. Agreement has been reached on basic minimum and maximum prices of wheats of major importance in international trade. A major innovation is the provision for food aid to developing countries to an amount of 4.1 million metric tons of grain annually. While in other areas results on agriculture have been more modest, there have, nevertheless, been some significant results.

An anti-dumping code has been agreed upon in the course of the negotiations.

Agreement has also been reached on action to be taken with respect to certain other non-tariff barriers to trade.

Some developed countries have offered substantial tariff cuts on tropical products, certain of which are being immediately implemented. In a number of cases, the action taken falls short of the expectations of the developing countries. Some participants are considering possible further improvements in their tariff offers.

In respect of many tropical products, it was not possible to reach agreement at this stage on the elimination or reduction of tariffs because of the existence of preferential arrangements. It has been recognized that, to achieve the objective of duty-free entry, both the developed and the developing coun-

tries will have to address themselves to reaching agreement on the best form of action that would permit the removal of these preferences. In the course of the trade negotiations, tariff cuts have been agreed to on many other products of principal, or potential, export interest to the developing countries.

The tariff reductions agreed to in the trade negotiations will, in general, be phased over a period of years. The participants in the negotiations have, however, recognized that, for the developing countries, the immediate implementation of such tariff cuts would be of great value in maximizing the benefits to them of these negotiations. It has, therefore, been agreed by participants that efforts must continue to secure the best advance implementation of such concessions. All participants have declared their determination to reach a decision on this point by the time the protocol embodying the results of the trade negotiations is open for signature. Participating developing countries have stated that the solution found to this question will be a major determining factor in their overall appraisal of the concessions received.

Participating developing countries have urged that those requests for tariff reductions on items of special importance to them, which had not yet been fully met by participating developed countries, should be favourably reconsidered and that further concessions on these items be made.

The question of compensation for loss of preferences resulting from the trade negotiations will be pursued further.

The participating developed countries declare their willingness to continue to examine to what extent they could improve access for products exported by developing countries which have special characteristics such as handicrafts and handloomed fabrics. Much work remains to be done on matters of detail arising from the negotiations as a whole. The results of the negotiations have also to be embodied in legal instruments. Only after participants have completed any necessary legal or constitutional procedures will the detailed results of the negotiations be fully known.

Statement by Mr. Winters

On June 29, the eve of the signing of the final act of the Kennedy Round, the Canadian Minister of Trade and Commerce, the Honourable Robert Winters, made a statement to the House of Commons on the Kennedy Round and its importance to Canada. Excerpts from Mr. Winter's statement are given below :

The final act of the Kennedy Round is to be signed tomorrow morning in Geneva, thus bringing these negotiations to a formal conclusion. The resulting agreements, including the schedules of tariff concessions granted by all participating countries, can now be made public. I should make clear that these tariff cuts will not come into effect until January 1, 1968, and in many instances they will be staged over the next four years.

At the conclusion of my remarks I shall ask leave to table, on behalf of

the Minister of Finance and myself, detailed information on the tariff and trade agreements of interest to GATT concluded during the Kennedy Round. Everything possible is being done to ensure that the Canadian business community is made aware of these results without delay

Mr. Speaker, as has been indicated on numerous occasions, the Kennedy Round constitutes by far the most important trade pact in history, the most comprehensive in coverage and the most significant in the extent and depth of tariff reductions

Over \$45 billion of goods and hundreds of thousands of tariff items are effected by the concessions exchanged; all aspects of world trade, including tariffs and certain non-tariff barriers, and agricultural as well as industrial goods, were within the ambit of the negotiations. Never before have trade negotiations of this scope, magnitude and far-reaching impact taken place.

It is fitting, on this final day, to pay tribute once again to the statesmanship and farsightedness of the late President Kennedy To his initiative were due in large part the ambitious objectives which these negotiations set themselves and which have to such a high degree been attained.

It was to be expected that the Kennedy Round would be exceedingly complex and difficult, involving a great deal of intensive bargaining; indeed, there were occasions, through the nearly four years of negotiations, when the obstacles appeared to some too great to be overcome. However, despite crises and delays, and due to the perseverance and basic goodwill of all the countries concerned, the issues blocking agreement were resolved.

As one who attended these negotiations in Geneva on behalf of the Canadian Government at various critical junctures, may I say how much is owed to the leadership and skill of the Director-General of the GATT, Eric Wyndham-White, in contributing to the success of the negotiations, and to our own negotiating team under the leadership of Ambassador Sidney Pierce? The Kennedy Round now stands not only as a symbol of the most sweeping advance yet made in the liberalization of world trade but also as a model and example of constructive, forward-looking and meaningful co-operation among the countries of the world.

For Canada, the success of the Kennedy Round has wide-ranging implications, opening new broad perspectives of expanded trade and benefiting all sectors and regions of the economy. Indeed, a dramatic and sustained increase in Canadian export trade is essential if we are to deal effectively with the common issues confronting us as regards standards of living, balance of payments, jobs and the like. The concessions granted in our own tariffs to gain greater access to other markets must be regarded in the light of the very great benefits which can accrue to Canada from expanded exporting opportunities.

Many sectors of industry where Canadian tariffs are being reduced are also the sectors which stand to benefit most from export gains. In many in-

stances, the cuts in Canadian tariffs are in areas which will help reduce the costs of production for Canadian processors and manufacturers, as well as for consumers. That, Mr. Speaker, is important.

The export benefits obtained by Canada from its agreements with major trading partners cover, including wheat, over \$3 billion of our current export trade. In the United States and the EEC, most industrial tariffs will be reduced to levels of 10 per cent or less. As a result of the across-the-board tariff cuts made by our major trading partners, trade opportunities will become available for the first time to a very wide range of manufactured goods — many of which will be Canada's exports of tomorrow. For Canada, therefore, the Kennedy Round could contribute to the solution of many of our basic economic problems and set in motion the process of adaptation and restructuring which could, in time reshape the character of the economy. There are many areas where we need more values added, more up-grading of our raw materials, and this should help.

It may well be that the Kennedy Round will be regarded in the future as a crucial turning-point in the transformation of Canada from a resource-based economy to one of the most advanced industrial nations of the world.

I have commented, on previous occasions, in some detail on the significance of the new cereals agreement for Canada's wheat trade, for the Western Prairie Provinces, and for the economy and balance of payments as a whole. The International Wheat Council is convening a special negotiating session in Rome on July 12, with a view to revising the International Wheat Agreement so as to incorporate the cereals commitments agreed to in the Kennedy Round.

Canada welcomes the participation of all countries with a significant interest in wheat trade in these negotiations, and would like to see the new agreement completed and put into operation as soon as possible.

I should like to take this opportunity to express again the Government's appreciation to the members of the Wheat Advisory Committee, representing major Western producer organizations, who served as advisers to the Canadian delegation throughout the cereals negotiations in Geneva. Their counsel and guidance were invaluable.

Now that the Kennedy Round is concluded, it is vitally important that every sector of the Canadian economy should exploit the new export opportunities before us. The main initiative must rest with private enterprise itself. The department is being geared to provide maximum assistance to the Canadian business community in their export efforts. There will, of course, be areas and sectors which may feel a sense of greater exposure to competition because of tariff reductions made to gain access on a wider basis to the markets of the world for a very broad range of Canadian products. There are bound to be some local, negative reactions. But, in the overall, this is a great, positive step, and it can mean a very large net gain for the Canadian economy. I am sure our dynamic Canadian enterprise will ensure that result.

The Middle East Question

On June 23, 1967, the following speech was made to the fifth emergency special session of the United Nations General Assembly by the Honourable Paul Martin, the Secretary of State for External Affairs :

For the fourth time in the history of this organization, the Assembly has been called into special session to deal with emergency conditions in the Middle East arising out of the conflict between Israel and her Arab neighbours. It was barely 20 years ago that the first special session of the Assembly found itself involved with this persistently difficult problem arising from a conflict with a long and bitter heritage. It engages the anxious concern of the international community and, in particular, the adherents of three of the world's great religions. It is a problem, moreover, which could tarnish the name and weaken the influence of the United Nations unless we can control its immediate effects and remove its long-term causes. My country has been closely associated with United Nations efforts to mediate in Palestine. A Canadian served on the UN Special Commission on Palestine in 1947. Canada was associated with negotiations which subsequently took place at the third session of the Assembly and which led to the resolution of November 29, 1947. This resolution provided for the partition of Palestine into Arab and Jewish states and reserved a special status for Jerusalem. We served on the Security Council in 1948-49, when the Palestine question was among the most important to be considered and when armistice agreements were arranged. We provided one of the early directors general of the United Nations Relief and Works Agency and, a little later, the Chief of Staff of the Truce Supervision Organization, to which we have contributed observers since 1954. The present Prime Minister of Canada, Lester Pearson, took an intimate part in the negotiations which led to the establishment of UNEF. Canada supplied the first Commander, General Burns, and a sizeable contingent to the Force. UNEF was the first peacekeeping force to be established by the United Nations. I am convinced that its record of accomplishment and service will be a legacy upon which the United Nations will be able to draw in future. This record will be far more important in the verdict of history than the current differences of opinion over the circumstances of its withdrawal.

I do not claim that these facts give Canada any special insight into the Palestine problem or any special qualifications for solving it. They do help to explain, however, why the Canadian people and the Canadian Government have followed recent events with anxiety. We have no substantial interests to further. We have no claims to make other than those which arise from a deep and legitimate concern for peace and justice in the Middle East — indeed, in the world — and for the good name and reputation of the United Nations, our

membership in which has been largely instrumental in involving us in these problems.

Partisan Talk Out of Place

The issues are too grave and the potential consequences of our actions are too significant for partisan controversy about the subject of our debate. I should hope that this special session would contribute to the search for a solution in the Middle East. This hope is shared, I know, by other countries, many of whom are represented here by their heads of government and foreign ministers. The opportunity is present not only for debate but for consultations and negotiations. One of the purposes of our organization is to act as a centre "for harmonizing the actions of nations". If this is our common purpose, then, and only then, can we be hopeful that diplomacy will take the measure of propaganda and that the common desire for peace will prevail.

Canada, as a member of the Security Council, joined Denmark in calling the Council together on May 24 to deal with the deteriorating situation in the Middle East. It is a sad misfortune that the Council was not able to act at that time. Nevertheless, it remains seized of the situation and I note in this respect references to the Council in the draft resolutions introduced by the U.S.S.R. and the U.S.A. We contributed to the decisions of the Security Council calling for a cease-fire. Failure of a particular resolution should not have led, in our judgment, to the interruption of the Council's work. We had ourselves put forward a resolution relating to the implementation of the cease-fire and were in the process of revising this resolution in consultation with others when this special session was requested. In our view, these consultations should continue. The Security Council should deal with the resolutions before it. As we have often been reminded, the Council has primary responsibility for the maintenance of peace and security. Here, in this Assembly, I should hope that we could establish some guide-lines to assist the Council when it resumes its work.

The roots of this crisis go deep. Its development has been complex. No one government can, in our view, be held wholly responsible for what has happened, and impartial reports of the Secretary-General support this assessment. It was on the basis of those reports that we were concerned first to prevent the conflict, then to stop it, and now to find the basis for a just and lasting peace.

Position of Canada

In 1948-49 and in 1956-57, the Canadian Delegate at the Assembly emphasized that the peace and security of the Middle East depended primarily on the recognition of two facts : the first was that the new State of Israel had been born and that, in part at least, it owed its existence as a member of the international community to a recommendation of this Assembly approved by two-thirds of its members; the second was the obligation of the State of Israel, to quote the Canadian representative speaking on November 22, 1948, to "place self-imposed

limits on its demands". Mr. Pearson, then Secretary of State for External Affairs, stated here ten years ago:

We cannot but agree that, if Israel has a right to live and prosper free from fear of strangulation by its neighbours, the Arab states also have a right to feel confident that Israel will not attempt to expand its territory at their expense.

These expectations remain valid. They must be the basis on which peace and security is built in the Middle East. We shall continue to do our part, both as a member of the Security Council and as a participant in the efforts of the United Nations to keep peace in the area, to have them recognized and implemented. The international community has a right to expect that the parties to any dispute will make their best efforts, as they are required to do under the Charter, to find a peaceful means of settlement. At the same time, the United Nations has a responsibility to offer its services and, if necessary, to point the way towards such a settlement. In any event, this is the context in which my Government will judge the specific issues before us.

The position of Canada remains the same on these issues as it was in 1967. On January 18 of that year, we stated in the Assembly that "there must be no return, if we can avoid it, to the conditions which helped provoke the initial military action". On that occasion, Mr. Pearson recalled an earlier intervention, in which he was even more specific.

This is what he said :

What then — six months from now ? Are we to go through all this again ? Are we to return merely to the *status quo ante* ? Such a return would not be to a position of security — but would be a return to terror, bloodshed, strife, incidents, charges and counter-charges and, ultimately, another explosion

It follows that Canada cannot support the resolution which was introduced by the Chairman of the Council of Ministers of the U.S.S.R. on June 19. That resolution would take us back to the same situation which led to the outbreak of the war. It was only a few short weeks ago that Canada and other members of the Security Council attempted to convince the Council that it should appeal to the parties to exercise restraint and to prevent the outbreak of war. Failure to take action then contributed to the tragic events which have since engulfed the Middle East. We must do all we can to prevent them happening again.

No One-Sided Solutions

To this end, I should make an urgent appeal to all concerned to put the common interest of all the peoples of the Middle East in peace and a better life above all else. It is not by condemnation and vituperation that the United Nations can find a way out of a maze of hostility, suspicion and fear; it is by insisting that each party has the right to live in peace and security without fear of attack and by finding appropriate ways to guarantee this assurance. Military solutions to political problems are unacceptable. But one-sided political solutions are no solutions at all.

We all seek, I assume, a peaceful and just solution. The chief responsibility for finding that solution must rest with the parties to the dispute. This organization, however, must help them find it. I envisage two stages during which the United Nations might lend its assistance. Two United Nations bodies, the UN Relief and Works Agency and UNTSO, are still actively at work amongst the refugees and observing the cease-fire. They will continue to have an indispensable contribution to make. UN military observers, to whom I wish to pay special tribute, have already played a valuable role in observing the cease-fire and in reporting to the Secretary-General. I should expect them to exercise a continuous responsibility as the withdrawal of Israeli forces takes place, particularly if arrangements can be made for this withdrawal, which will result in demilitarized zones on both sides of the borders.

Since the inception of the UN Relief and Works Agency for Palestinian Refugees, the Canadian Government has consistently been among the highest contributors to that Agency. We have provided transportation facilities, food relief and funds for use by the Red Cross. The Canadian Government will be glad to consider provision of further assistance to the Agency for purposes of rehabilitation and reconstruction when a precise determination of needs becomes available.

Need of Conciliation Agency

Another United Nations body which is still extant is the Palestine Conciliation Commission. The function of conciliation is bound to be a vital one during the first stage on the road to a permanent settlement. Whether or not the Commission is the right organ to perform this function without changes being made both in its mandate and in its membership or whether a different procedure might be envisaged, perhaps in the form of a special representative of the Secretary-General, I do not wish to say with certainty. Yet some UN agency or representative will be required, I believe, to maintain full contact with all governments concerned and to prepare the way for subsequent negotiation looking towards a permanent peace.

I have been speaking of what are essentially means to an end. If peace and security in the area are to be assured, the withdrawal of Israeli forces, vital as it is, must be related to the other basic issues involved. There are a number of requirements essential to any enduring settlement which have already been mentioned by a number of distinguished statesmen. I would emphasize the following general principles :

First, respect for the territorial integrity of the nations of the area, including provision for the security and the international supervision of frontiers.

Secondly, the rights of all nations to innocent passage through international waterways must be assured.

Thirdly, there must be an early and just solution of the refugee problem.

Fourthly, international concern for the preservation of special spiritual and

religious interests in Jerusalem — Christian, Jewish and Muslim — must be recognized, perhaps by giving the United Nations an international supervisory responsibility for protection of these interests; nor should there be any precipitate action which might prejudice them.

Possible Areas of Co-operation

It may be asked whether the approach I have outlined is realistic and whether the objective of permanent peace in Palestine is still not as difficult, or impossible of accomplishment, as it was in 1947. There is no doubt in my mind that the permanent members of the Security Council must work together if any settlement is to be durable. I recall that 20 years ago both the U.S.A. and the U.S.S.R. supported the Assembly resolution for the partition of Palestine. Events then took a different course. But there have been more recent examples of co-operation between the great powers on this issue, most notably the five resolutions adopted by the Security Council earlier this month. Two of these great powers are members of the Palestine Conciliation Commission. Indeed, it was the permanent members who were responsible for selecting the Commission. That is the kind of precedent which I hope will be followed again.

There are other possible areas of co-operation between the permanent members which remain to be explored. One would be an agreement to control the flow of arms to the Middle East. An all-important by-product of such an arrangement would be the application to economic and social development of some of the resources otherwise spent on maintaining substantial armed forces. It seems self-evident that shipments of food are more important than shipments of arms. The Canadian Government, for its part, will continue its policy and practice of not sending military supplies to countries directly involved in this dispute.

Justice for Refugees

A vital step forward in the achievement of durable peace and stability in the Middle East is to ensure that justice be done to the Palestinian refugees. These people for too long have been the losers in the tragic conflict of interests in the area. The problem is, however, of such magnitude that only a combination of methods can produce a solution. It would be an illusion to go on believing that the problem of refugees will simply be solved on the basis of their return to Israel. Similarly, Arab states could not be expected to shoulder alone the burden of resettling and integrating in Arab countries those refugees who might make this choice. An international effort in a United Nations context directed at regional economic development in the Middle East and related to resettlement is a prime requirement, which members of the UN have an obligation to consider. Canada is prepared to play its part in such an international effort.

The conclusion I draw is that the stakes are simply too great, the dangers too obvious, for the international community, and the great powers in particular,

to let matters drift. The incidence of violence in the world has already reached the limits of international tolerance. Those of us who do not bear the responsibilities of world power may urge those who do exercise this power to do so with restraint and with wisdom. In addition, I suggest, all nations have an obligation to act with restraint and, in particular, not to threaten or take action which carry the danger of widening a local conflict and of spreading the flames of war. If peace is indivisible, then the highest loyalty is that which we owe to the welfare and security of the people of the world as a whole and to the obligations we have solemnly contracted under the United Nations Charter.

South West Africa

SINCE the decision of the International Court of Justice in mid-1966 not to take a position on the merits of the case presented against South Africa by Liberia and Ethiopia, the future of South West Africa has been among the questions receiving the closest attention in the United Nations General Assembly. The Court's decision brought a call for urgent action from Afro-Asian states, which resulted in a decision by the General Assembly to give immediate consideration to South West Africa, concurrently with the general debate, at its twenty-first session, which opened in September 1966.

The outcome was Resolution A/2145, by which the General Assembly decided, with near unanimity, that the mandate exercised over South West Africa by South Africa "is terminated, that South Africa has no other right to administer the territory, and that henceforth South West Africa comes under the direct responsibility of the United Nations".

Since there were differences of opinion about how the United Nations could best exercise this responsibility, the resolution also established an Ad Hoc Committee of 14 members, including Canada, to "recommend practical means by which South West Africa should be administered", so as to bring self-determination and independence to its people. Other members were Chile, Czechoslovakia, Ethiopia, Finland, Italy, Japan, Mexico, Nigeria, Pakistan, Senegal, the Soviet Union, the United Arab Republic and the United States. The Committee was instructed to report to a special session of the General Assembly not later than April 1967.

Ad Hoc Committee

Between January and April 1967, the Ad Hoc Committee met 15 times to consider various suggestions for implementing the resolution. At an early meeting, the Committee's four African members — Nigeria, Ethiopia, Senegal and the U.A.R. — tabled a proposal which provided for the direct administration of South West Africa by a United Nations Council and a UN Commissioner, both to be appointed by the General Assembly and to be resident in the territory. Under this plan, South West Africa was to be brought to independence by mid-1968. One of the Council's functions would be to ensure the withdrawal of South African administrative, police and military personnel, for which purpose it would have under it United Nations law-enforcement personnel. If South Africa failed to withdraw or attempted to obstruct the Council's work, it would be deemed an aggressor, subject to enforcement action under Chapter VII of the Charter. Pakistan later associated itself with the African proposal.

In Canada's view, this plan failed to meet the test of practicability because it did not take account of South Africa's effective control over the territory,

and did not provide an opportunity to determine the will of the people of South West Africa. Accordingly, Canada co-sponsored an alternative proposal, together with the United States and Italy. Its distinctive element was the appointment of a United Nations special representative, whose task it would be to establish such contacts as he deemed necessary (including contacts with the existing authorities) and to work towards the establishment of a nucleus of self-government in consultation with representatives of the people. The plan also provided for a United Nations Council to which the special representative would report and with which he would co-operate. The special representative would present a report to the twenty-second session of the General Assembly, and recommend further measures.

In an unsuccessful attempt to link these two approaches, Mexico and Chile presented a third proposal. It envisaged much the same administrative arrangements as the African plan, without, however, including its coercive elements; it also provided for immediate contact with the existing authorities. This proposal was supported by Japan.

No formal proposal was tabled by the Communist members of the Committee (the Soviet Union and Czechoslovakia), but during the deliberations they placed on record their opinion that South African withdrawal should be obtained by the application of all necessary means under the Charter, and that United Nations responsibility in the territory should be discharged primarily with the assistance of the Organization for African Unity. They made clear that they did not want to see a direct United Nations administration established. African members later commented that they did not think this responsibility should be placed on the OAU.

When it became impossible to work out a consensus, the Ad Hoc Committee agreed to submit to the General Assembly a report which would set forth the proposals it had considered but would not comment on them or express any preference.

Fifth Special Session

Thus, when the General Assembly opened its fifth special session on April 20, it faced much the same differences of opinion on how best to implement its decision to terminate the mandate as had existed the previous autumn. Despite the great number of participants, the General Assembly's debate added little to the ideas which had been expounded by the Committee. A majority of delegations supported the position taken by the African members of the Committee.

Early in the debate, a draft resolution, containing essentially the same provisions as the African proposal, was tabled with the sponsorship of 58 Afro-Asian delegations. It declared South Africa's continued presence in the territory or any obstructive action on its part to be an "act of aggression against the people and territorial integrity of South West Africa and a flagrant defiance of the authority of the United Nations", and requested the Security Council "to

take enforcement action, under Chapter VII of the Charter, against South Africa" for any such acts. A crucial provision was for independence "immediately upon the establishment of a legislative assembly and a responsible government, not later than June 1968". Disclaiming any desire for "a fight", the Nigerian representative, who introduced the resolution, said that no one would be happier than the co-sponsors if South Africa would retreat peacefully. Other speakers characterized the proposal tabled in the Ad Hoc Committee by Canada, the United States and Italy as weak and vacillating, and so likely to postpone effective action in the interest of the South West African population.

Canadian Position

Mr. George Ignatieff, Permanent Representative of Canada to the United Nations, explained that his Delegation had been influenced by two main considerations: the interests of the people concerned, and the interests of the United Nations. The Canadian Delegation believed "that it is essential that all avenues for a negotiated solution of the problem must be explored considering other measures". It was necessary, in particular, to establish whether the South African Government was prepared to co-operate in a transfer of the territory's administration. For that reason, the Canadian Delegation and other like-minded ones had sought an alternative to proposals for direct and immediate United Nations administration.

Such proposals were impractical, Mr. Ignatieff suggested, because they were "clearly not acceptable to those who would be mainly responsible for their implementation". A better approach would be to have the United Nations seek, in co-operation with the *de facto* administration, to establish a nucleus of self-government in the territory. Some contact with the existing authority would have to be made, in any case, in fulfilling the terms of Resolution A/2145, and, in the Canadian Delegation's view, this might be done by "a special representative of known international repute", who would be given a broad mission of exploration and consultation. Mr. Ignatieff said he believed that the three-power proposal represented the most practical recommendation so far put forward for a permanent solution. Members should "recognize the limitations which the facts of life impose on us" and should not recommend action which could not be implemented. The three-power proposals were consistent with Resolution A/2145, and represented "the most effective and practical method of proceeding in gradual stages towards the realization of our agreed goal".

Adoption of Resolution

Neither the Canadian-American-Italian proposal nor the Chilean-Mexican one was tabled as a draft resolution in the General Assembly. Sponsors of both resolutions, however, engaged in active negotiations with the supporters of the African draft resolution in the hope of working out an amended draft which would have the same overwhelming support as had been received by Resolution A/2145. These negotiations eventually resulted in agreement between the Afro-

Asian and the Latin American delegations on a revised draft, which was tabled May 18 with the sponsorship of 79 members. While maintaining the basic administrative features of the earlier draft, this version contained no references to enforcement action under Chapter VII of the Charter but requested the Security Council to "take all appropriate measures to enable the United Nations Council" to discharge its functions. It did not envisage a police force, and it foresaw contacts of a limited nature with the South African authorities. Rather than setting a target date for independence, the co-sponsors decided that this should be left up to the people themselves.

The next day the 79-power resolution was adopted by 85 votes to two, with 30 abstentions. Canada abstained, with the other members of the old Commonwealth, the United States and all but a few European states. The Assembly then adjourned for consultations on membership of the United Nations Council established by the resolution.

The Assembly resumed briefly on June 13 and elected Nigeria, Pakistan, the United Arab Republic, Yugoslavia, Colombia, Zambia, Turkey, Guyana, Indonesia, India and Chile as members of the Council. The fifth special session was then declared closed.

Bilingualism in the Department of External Affairs

The following is the text of a statement made by the Honourable Paul Martin, Secretary of State for External Affairs, in August 1967, to the new officers of the Department of External Affairs:

Exactly a year ago, Prime Minister Pearson outlined the Canadian Government's objectives concerning bilingualism in the public service. My Department had not waited for this directive to start to work. Nevertheless, the new directive marked a turning-point, and the beginning of a new development. This seems to me a suitable time to review developments with you.

Bilingualism in French and English has always been a preoccupation of the Department of External Affairs, and is becoming increasingly important.

First of all, Canada's external policy is intended to promote the interests of all Canadians and to reflect their cultures and their aspirations. The progressive expansion of bilingualism permits French-speaking Canadians in the Department to work on an increasingly equal footing with their English-speaking colleagues, using their own language, in making and implementing a truly national policy.

Furthermore, the diplomatic and consular missions abroad are at the service of all Canadians, and their members must reflect the linguistic duality of Canada in the performance of their duties. Once again, bilingualism enables the missions to serve both the French- and English-speaking Canadians who contribute to maintain them.

Finally, since English and French are the two main languages of diplomacy, Canadian representatives abroad are very much aware of the advantages of knowing both languages in performing the diplomatic functions assigned to them by the Department.

Eminent Bilingualists

Under the circumstances, Canadians of both languages have naturally risen to key posts in the diplomatic service, and bilingualism within the ranks has received a further impetus. The first names to come to mind are those of the distinguished Canadians who have successively held the post of Ambassador to France since the last war. The first postwar Canadian Ambassador to France, the late Governor-General Georges Vanier, was succeeded by Mr. Jean Désy, Mr. Pierre Dupuy and Mr. Jules Léger. The latter had previously occupied the post of Under-Secretary of State for External Affairs, a post now held by Mr. Marcel Cadieux. The Department has had the good fortune to attract many other talented French-Canadians, occupying such important posts as High Com-

missioner in London and the Canadian Representative to the United Nations in New York and in Geneva and to NATO. The Department has had a number of renowned French-Canadian writers such as Messrs Beaulieu, Bruchési, Choquette, Garneau, Panneton, Trottier and Turcotte and Miss Simone Routier, to name only a few.

A few statistics illustrate the progress towards bilingualism made so far in the Department, and the distance which I must admit we still have to go to attain our objectives. At the present time, more than 25 per cent of all Departmental employees are bilingual, while another 25 per cent have a good working knowledge of the two official languages. The proportion of bilingual staff is increasing from year to year, as a growing number of young Canadians who speak both languages are attracted to the service. After the 1966 recruiting campaign, no less than 48 per cent of the young officers accepted by the Department were completely bilingual.

Last year more than 20 per cent of all Departmental employees were following language courses, at various levels, to improve their knowledge of their second language.

Training for Officers

All the new officers who were not bilingual at the time they joined the Department have been attending the Language School of the Public Service Commission for approximately three months on a full-time basis. Twenty-nine officers who have been with the Department for a number of years have attended advanced courses in French on a part-time basis, primarily to learn French composition. Two English-speaking officers who occupy important executive posts within the Department have recently been taking advantage of intensive French courses offered under a new Civil Service Commission programme and have been living for several months in a French-Canadian environment. The Department is represented by the Under-Secretary of State for External Affairs, assisted by the Director of Personnel, on the Interdepartmental Committee on Bilingualism and takes a close interest in all the deliberations and activities. An officer whose main function will be to promote bilingualism within the Department will be named shortly.

These few figures indicate the successful evolution of the Department in this field. The Department hopes that it may soon be able to achieve the objectives which the Government has set for itself in the field of bilingualism. The Prime Minister defined these objectives in his August 6, 1966, statement on bilingualism in the Public Service when he expressed the hope that "a climate will be created in which public servants from both language groups will work together towards common goals, using their own language and applying their own cultural values, but each fully understanding and appreciating those of the other."

Training for Junior Ranks

The progress made by the Department towards this ideal, in spite of technical and other obstacles which I would not wish to minimize, provides evidence that it is following the proper course. The question of bilingualism naturally does not arise only at the officer, or diplomatic, level but is also important for the many secretaries, clerks and technical personnel whom we employ. The young bilingual Canadians who are joining the Department each year have a particularly important role to play. The Department has been anxious to encourage young people, French- and English-speaking, who are interested in a diplomatic career, to come and help in the task, and to participate in the Department's effort to give full value to each of the two great Canadian cultures in the formulation and implementation of external policy. They will find a climate and conditions which will enable them to serve their country in either of the official languages.

Young French-speaking officers may be assigned to a great variety of functions as soon as they enter the Department, so that they can make the best possible use of their linguistic and professional background while becoming familiar with our administrative processes. They may, for example, be assigned either to political divisions which are responsible for our relations with Europe, Africa, Middle East and Latin America, or to functional divisions such as those responsible for cultural, legal, press or personnel matters. However, it is not the policy of the Department to have French-Canadians specialize in particular fields to the exclusion of others. On the contrary, this initial period spent in divisions where they can make the best use of their background is intended to make them quickly aware of the contribution they can make to the Department, and help them move into other areas of departmental activity in which they may eventually serve. The same rule applies to service abroad. The Department policy is to post bilingual officers to as many as possible of our missions abroad, and not to send French-speaking officers exclusively to French-speaking countries or those of Latin culture and English-speaking officers to other missions. In accordance with this policy, for instance, there are at the moment French-speaking officers in London and English-speaking officers in Paris. Both represent the Canadian nation as a whole.

Two Tongues at Work

The days are obviously over when English could be considered the only working language. In view of the progress towards bilingualism in the Department, there is no reason why an officer who wants to could not do a large part of his work in his own language. This is demonstrated by the increasing proportion of memos, letters, despatches and telegrams which are exchanged in French between different divisions in the Department and our missions abroad. Similarly, at working meetings between public servants, where the formulation and execution of our policies are discussed, it is now not uncommon, if not yet

the rule, for each participant to express his views in his own language with the assurance of being understood.

You can judge a policy according to the resources allocated to carrying it out. I have mentioned some of these. Here is another example. For two years, the Department has been sending not only daily news bulletins but also important official statements, which our diplomats must have rapidly to perform their duties, to a large number of our posts abroad, in both languages. This network is being progressively expanded, and is an indispensable instrument of the policy we are following.

Considering the efforts made by officers of the Department, both English- and French-speaking, to improve their knowledge of their second language, it is obvious that they all have an interest in using the latter in their work. I think it is not only possible but desirable for French-speaking officers of the Department as well as their English-speaking colleagues to use their own language as a working language.

From these remarks, you will be able to judge for yourselves the progress which has been made. I wonder if those outside the Department have taken account of the rapid and promising development about which I have spoken to you. There is no point in dwelling on the past, and regretting that what we are doing now was not done 20 years earlier. I do not need to remind you that it is what we are doing today, and what you yourselves can accomplish, which will determine our ability to solve our problems in this area.

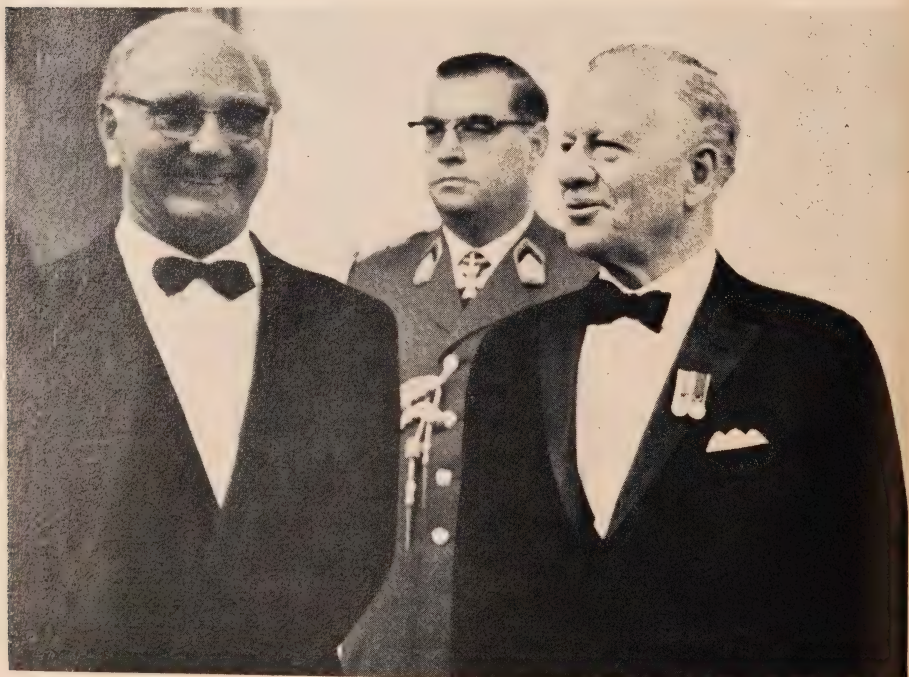
Before concluding this brief outline of the progress towards bilingualism within the Department, one aspect of this development which is of particular significance should be underlined. From the experience of the Department of External Affairs it is clear that the objective defined by the Prime Minister in his statement of August 6, 1966, on bilingualism in the Public Service can be reached in a climate of harmony and complete respect for individual rights and the principles of justice which are essential to any efficient public service.

Canada's Relations with Austria

THE first official visit of an Austrian head of state to Canada took place in May 1967, when Federal President Franz Jonas, accompanied by his Foreign Minister, Dr. Lujo Tomic-Sorinj, was the guest of the Canadian Government. His itinerary included Ottawa, Toronto, Niagara Falls and Quebec City, as well as Montreal and Expo '67. The visit to Ottawa was marked by the signing of an extradition treaty, which had particular significance in that it was the first comprehensive treaty of this kind negotiated by Canada entirely on its own behalf, as opposed to those concluded before Canada became responsible for the conduct of its own affairs.

Bilateral Relations

Since the exchange of diplomatic missions in 1956, no serious issues have troubled the cordial relations between the two countries. Austrian immigrants to Canada have numbered about 31,000 since the Second World War, and the total community of Austrian origin many of whom have played leading cultural roles in the community, is now about 110,000. The movement in the other



The Austrian Head of State, Federal President Franz Jonas (left), is shown during his recent visit to Ottawa with Governor-General Roland Michener.

direction is for the most part touristic, as large numbers of Canadians, who tend to have a special affection for Austria, travel there each year to enjoy the beauty and variety of the landscape. Trade has increased gradually over the years, with Canada exporting to Austria goods worth about \$12 million (mainly wheat and raw materials such as asbestos and nickel, but also including automobiles and some finished products) and importing such goods as sports equipment, small machinery, precious stones and clothing, at a cost of about \$15 million annually. The special Linz-Donawitz oxygen-steel production process now in use at the Hamilton steel plant (which was visited by the Presidential party in May) was developed in Austria.

The Austrian pavilion at Expo '67, which was officially opened by President Jonas, is a multifaceted, crystal-form structure containing the most comprehensive picture of Austria's past and present ever put before the Canadian public. In addition, the city of Vienna is sponsoring a Montessori kindergarten and playground in the Petit Prince Garden.

Though there is no formal cultural agreement between the two countries, there is always a lively interest in Canada in Austrian musical events and in other manifestations of Viennese traditions, such as the Spanish Riding School, which gave a series of performances in Canada in 1964. A little over a year ago, the manuscript of "Silent Night" was exhibited in Canada with the instrument on which it was first played. In recent months, both the Vienna Choir Boys and the Johann Strauss Orchestra, directed in authentic style by Edward Strauss (great-nephew of the composer), gave successful concerts across Canada. The performances in September of the Vienna State Opera and the Vienna Philharmonic Orchestra at Montreal's Festival of the Arts are expected to confirm Austria's time-honoured reputation for musical excellence.

This spring, the Canadian Government sponsored a highly successful exhibition in Vienna of handicrafts, photography and expert products, designed to illustrate the broad aspects of Canadian life. Earlier in the year, Austria was visited by a Centennial-Expo promotion team, to bring the two most important events of 1967 to the attention of the Austrians. Though there is a small number of scholarships offered annually by each country to students for study in the other, the scale of cultural relations between Austria and Canada has, in general, been modest. It is hoped, nevertheless, that the future may provide for the expansion and enrichment of such exchanges.

Foreign Affairs

Although Canada is a member of the North Atlantic Treaty Organization, and Austria's position is one of neutrality (as postulated by the State Treaty of 1955), both countries share similar views on many international questions. In particular, their governments wholeheartedly support the United Nations as the principal world forum for consultation and discussion and as an organization dedicated to the maintenance of world order and stability. Both Austria and Canada have

shouldered UN peacekeeping responsibilities in the Congo and Cyprus, and both are members of many economic and developmental organizations (such as GATT, OECD, UNCTAD, the International Monetary Fund and the World Bank) which provide opportunities to co-ordinate not only the phases of their own economic growth but also their respective programmes of foreign aid. Vienna is the world headquarters of two other UN bodies (the International Atomic Energy and the UN Industrial Development Organization), thus joining New York and Geneva as a UN city, a title Austria's neutral status may be said to enhance.

In the sphere of East-West relations, Austria, because of its central geographic situation, as well as its historic associations with the peoples of the Danube basin, is playing a constructive role as a "bridge" or interpreter in the present period of change and reassessment in Europe. As the old barriers to understanding between East and West disappear, Canada looks to continuing co-operation with Austria in expanding its contacts with Eastern Europe.

Mr. Martin Visits Paris

AT the end of the meeting of NATO ministers held in Luxembourg on June 13 and 14, the Honourable Paul Martin, Secretary of State for External Affairs, stopped in Paris for two days before returning to Canada.

On Thursday June 15, Mr. Martin was invited to a lunch given by the Association de la Presse diplomatique française. On that afternoon, he officiated at the laying of the cornerstone of an annex to the "Maison canadienne", which is one of the residences of the Cité universitaire in Paris. During the afternoon of June 16, Mr. Martin had an interview with General de Gaulle at the Elysée. Next day, before boarding a Royal Canadian Air Force plane for Canada, he was received by Mr. Couve de Murville, the French Foreign Secretary.

At the lunch on June 15, the Secretary of State for External Affairs made a statement on the Near East situation, Europe, and relations between Canada and France.

Near East

Mr. Martin stated that Canada relied very much on France for the restoration of peace in the Near East. He added that, through the relations France maintained with all nations, and its reason and objectivity, it would be able to contribute to restoring peace and a peaceful coexistence, without which the Near East could neither continue to develop nor regain its former greatness. Canada, he said, would devote all available resources, and contribute its experience at the UN, to the search, which would be a long one, for a lasting solution. Indeed, as Mr. Martin had previously said, the world was facing one of the most difficult international situations since 1945. The only hope, he declared, lay in the combination of negotiations and an appeal to reason and common-sense. This could be effected only through a measure of agreement between the great powers, because they alone could offer the firm guarantees that would restore confidence. France's efforts to bring the four powers into consultation were worthy of praise, and, Mr. Martin said, France owed it to itself to persist in this course.

Europe

Mr. Martin hoped that the disputes raging in almost all parts of the globe would not disturb the present atmosphere of *détente* in Europe. The main task of all the nations involved, he said, was to make sure that this *détente* did not cease to exist, and that it become a permanent condition, so that Europe would never again be the victim of the same tensions and conflicts it had endured in the past. Mr. Martin considered it of prime importance that Canada should maintain and strengthen its relations with Europe, and particularly with France, thereby

obtaining the means of strengthening its own economy and reinforcing the position it should occupy in the world.

Canada-France Relations

The Secretary of State for External Affairs advocated the formation of an international French-speaking community of a private nature, which, with the support of governments, could encourage, and even, if necessary, establish, independent national associations, and co-ordinate these. Added to Canada's membership in the Commonwealth, the French-speaking community, he said, represented a new dimension in Canadian diplomacy.

Canada House

Addressing a gathering attended by Mr. Alain Peyrefitte, Minister of National Education in the French Government, held on the occasion of a ceremony on June 15 at Canada House, Mr. Martin declared that the event illustrated a cause he held dear — the strengthening of cultural ties between France and Canada.

The Secretary of State for External Affairs was received, on June 16, at the Elysée, where he talked for half an hour with General de Gaulle.

The conversation with the President, and the interview next day with the French Foreign Secretary, dealt with the situation in the Near East and the conflict in Vietnam — the two most serious international problems of the hour. General de Gaulle's trip to Canada from July 23 to 27 was also mentioned, and Mr. Martin took the opportunity of imparting to the President the delight Canadians would take in welcoming him to Canada.

Preventing the Spread of Nuclear Arms

A YEAR ago an international conference was held in the Guild Inn at Scarborough, Ontario, to discuss nuclear weapons and, in particular, the spread of these weapons to countries not yet possessing them. The Assembly, as the conference was called, was sponsored by a number of private organizations in the United States, Britain and Canada to permit off-the-record discussions among parliamentarians, government officials, journalists, academics and other interested persons from 26 countries in all parts of the world. The Assembly proved to be of great value to the participants in coming to grips with some of the difficult issues of nuclear proliferations.⁽¹⁾ It remained to be seen, however, whether any of the recommendations of the conference would find their way into the negotiations in Geneva or New York on disarmament issues.

During the ensuing 12 months, considerable progress was made in developing a non-proliferation treaty, the most immediate policy objective advocated by the Assembly. Although a draft had not yet been tabled in the Eighteen-Nation Disarmament Committee, it was understood that the U.S.S.R. and the U.S.A. had discussed various draft proposals in great detail, and that the two countries were close to an agreed text for presentation to the 17-nation conference. Despite these hopeful signs, however, nuclear weapons and the possibility of their further spread remained grim facts of life.

As a result, the American Assembly and the Canadian Institute of International Affairs, two of the sponsors of the first meeting in 1966, decided to hold another Assembly at Scarborough in June 1967, but without duplicating either the approach or the participants of the previous year. The conference this time was restricted to Canadians and Americans, and the subject matter shifted somewhat to include not only proliferation but also North American defence and nuclear explosions for peaceful purposes. The second Assembly met from June 15 to 18 under the co-chairmanship of Clifford C. Nelson, President of the American Assembly, and John W. Holmes, Director General of the CIIA. Most of the meetings were held *in camera* to encourage a free and frank exchange of views, but on two evenings public addresses were delivered by Adrian S. Fisher, Deputy Director of the United States Arms Control and Disarmament Agency, and by Donald S. Macdonald, Parliamentary Secretary to the Secretary of State for External Affairs. In addition, papers were circulated to the Assembly by Klaus Knorr of Princeton University and Michael Sherman, a Canadian associated with the Hudson Institute.

Non-Proliferation Treaty

In his address, Mr. Fisher dealt with two major themes. The first was the proposed non-proliferation treaty. He asserted that the "major obstacle" to

(1) See *External Affairs*, August 1966, Pp. 325-330.

tabling the treaty in Geneva was disagreement over an article on safeguards over peaceful nuclear activities. Differences of view existed between the U.S.S.R. and the members of Euratom, but Mr. Fisher went on to point out that compromises had been suggested and that various countries were becoming increasingly aware of the importance of incorporating control arrangements in the treaty. The speaker then outlined the approach of the non-nuclear countries to the treaty and the response of the nuclear powers to their point of view :

“Several of the more powerful non-nuclear weapons states with the requisite technology for going nuclear in the near term [had] looked again at the implications of their forswearing nuclear weapons without having binding assurances on the part of the nuclear weapons parties that they would do something about reducing their own nuclear arsenals. Some of these nations [had] also made it clear that, either as an element of the treaty or as a corollary, the nuclear parties must provide meaningful assurances that, if they were to forego nuclear weapons, they [would] not be threatened with nuclear aggression by nuclear powers, whether or not signatories to the treaty.”

In response, the United States had tried (and, Mr. Fisher believed, with a considerable measure of success) to convince all parties that, although progress on future nuclear disarmament must be linked to the basic purposes of the treaty, the problem of halting and turning back the nuclear-arms race amongst the existing nuclear powers [was] a problem of such complexity, involving a different timetable, that it could not become a parallel obligation under the treaty itself. In addition, the speaker said that there was “an increasing appreciation of the difficulty of attempting to incorporate in the treaty itself binding commitments to come to the assistance of a non-nuclear party . . . which had become the victim of nuclear threats or aggression”. He thought that the proper forum for guarantees was the United Nations, in which success would depend in large measure on the responsiveness of the Soviet Union. Mr. Fisher referred to the effort required by the United States to convince countries that the proposed draft treaty would in no way impede the development of nuclear energy for peaceful purposes, except in the case of peaceful nuclear explosives. Prohibition of explosive devices, even for peaceful purposes, was required because “a peaceful device [was] indistinguishable from a weapon and the technologies to develop either [were] similar”.

Control of Conventional Arms

The second topic of Mr. Fisher's address was the control of conventional arms, with particular reference to the Middle East. He observed that arms races in conventional weapons could spark hostilities and should therefore be curbed. Besides, he pointed out, they were extremely expensive. In the Middle East context, Mr. Fisher claimed that it was “time, high time, for the application of restraint and prudence in any arms deliveries to the recent belligerents. . .”

"The recent tragic events," the speaker said "have demonstrated how illusory are the short-term political gains which have sometimes been used to justify arms deliveries to troubled areas." Adding even greater urgency to the need for a halt to the influx of ever more sophisticated weapons was the prospect of pushing "the potential nuclear proliferation timetable forward". For the Middle East, as for the rest of the world, the conclusion of a non-proliferation treaty and agreement among the great powers on measures of arms control would provide the best hope for peace.

A Canadian View

On the following evening, Mr. Macdonald gave a Canadian view of the nuclear-weapons problem, referring in particular to some of the similarities and differences in the approaches of the United States and Canada. Both countries agreed that "nuclear-arms control could and should contribute to the reduction of international tension [although] only by careful, gradual and systematic steps". On the other hand, both saw "military confrontation as only symptomatic of underlying political conflict necessitating the resolution of outstanding international political issues". "Differences in emphasis arise out of differences in political institutions, in economic strength, in the size and nature of the armed forces maintained, in the philosophy of national power, and in the conception of their respective roles in the international community," Mr. Macdonald added.

Examining the proliferation issue as an example of both differences and similarities, the speaker maintained that, while a non-proliferation treaty "must by its very nature discriminate against the non-nuclear signatories", Canada urged the nuclear powers to appreciate the sensitivities and demands of the non-nuclear world. The treaty should be viewed as an important first step to more comprehensive measures of nuclear-arms control and should reflect in its terms a fair balance of obligations between nuclear and non-nuclear countries. Mr. Macdonald warned that, if the nuclear powers did not accept reasonable obligations, the treaty might not be negotiable with key non-nuclear countries. One way of giving a meaningful undertaking would be the extension of security guarantees to exposed and insecure non-nuclear signatories. Another would be the acceptance of safeguards on nuclear fuel for peaceful purposes by the nuclear as well as non-nuclear signatories. A third way of meeting the legitimate requests of the non-nuclear countries would be acceptance by the nuclear powers of a precise commitment to offer nuclear-explosive services for legitimate peaceful purposes to the other signatories who would be giving up their rights to conduct their own "peaceful" nuclear explosions. What was required was a specific offer to include a supervisory role for an international agency if and when the "plowshare projects" came to fruition. Finally, the speaker stated that non-nuclear states were almost unanimous in their demand that the nuclear powers should, in return for the renunciation of the nuclear option by non-nuclear states, give a firm undertaking to embark upon specific measures

of nuclear-arms control — such as an agreement to reduce, or at least to freeze, their holdings of offensive and defensive nuclear weapons and delivery vehicles, a comprehensive test ban, and a cessation of the production of nuclear weapons.

ABM Deployment

Mr. Macdonald then outlined some thoughts on anti-ballistic-missile deployment, which he described as another aspect of the problem of balance of obligations and proliferation. After outlining some developments in missile defences in the previous year, the speaker stated that Canada strongly supported the U.S. initiative in proposing discussions with the Soviet Union on a moratorium on ABM deployment. Even if there were no agreement between the super-powers, however, Mr. Macdonald suggested cogent reasons why questions should be raised about the advisability of deployment. He alluded first to a number of considerations affecting U.S. security and military planning and then said that "deployment of ABM would signify, if not create, a less propitious environment for fruitful East-West contacts". In addition, "deployment would almost certainly interfere with arms control and if undertaken in the near future would seriously endanger world-wide acceptance of a non-proliferation treaty". Finally, ABMs would introduce a new factor into the continental space-defence question which Canada could not "afford, or want, to ignore".

As the meetings were not open to the press or public, the participants drafted a long statement setting out some of the main conclusions of the four-day debate. The report opened by stating that "effective control of [nuclear] technology requires that its adoption by non-nuclear weapons states be stopped, and that nuclear-weapons countries agree to control, reduce, and eventually abolish their own nuclear armaments". On proliferation, the Assembly concluded that, for reasons of military power or technical status, further countries were "likely to acquire nuclear weapons over the next ten years unless checked by new and effective international measures". The effects of further nuclear proliferation on international stability and the future likelihood of local conflict and general war were essentially unpredictable and would depend on the identity of each new nuclear-weapons state and on the particular political context within which it developed and acquired nuclear arms. In general, however:

"... Nuclear proliferation tends to exacerbate international tensions; it might increase the likelihood, and would certainly worsen the character and consequences, of local military conflict.... Nuclear proliferation would also place an additional and, perhaps excessive, burden on the ability of the Soviet Union and the United States to co-operate both in discouraging local conflict and in preventing its expansion and perhaps its escalation to general war."

Nevertheless, the report noted that "the destabilizing consequences of further nuclear proliferation could be moderated and, indeed, the pressures toward proliferation reduced if the two super-powers were prepared to act jointly through the United Nations or otherwise".

Obligations on Nuclear Powers

In the search for a durable non-proliferation treaty, the Assembly thought that, whereas "many of the obstacles could be overcome by education and persuasion, in others it [might] require firm assurances concerning the availability of nuclear explosives for peaceful uses (perhaps under international auspices) and credible guarantees". The report noted, however, that "while a non-proliferation treaty [could] (and should) be concluded, if necessary without the participation of France and China, their co-operation in fulfilling its purposes [might] prove to be a condition for its continuing effectiveness". In a reflection of Mr. Macdonald's remarks, the report went on to say that "the renunciation of the nuclear option by the non-nuclear states places an obligation upon the nuclear powers to work for the control and reduction of their nuclear arms". The Assembly seemed to agree that, even though a non-proliferation treaty would not solve the underlying dilemmas posed by the proliferation problem, hopes for forward momentum on other arms-control issues would be greatly enhanced by its adoption. The report urged that all the nuclear-weapons powers address themselves again to the question of the abolition of nuclear testing in all environments, which had been dramatically underlined by the recent Chinese thermonuclear test.

The report went on to urge that the United States and the Soviet Union agree, formally or tacitly, to forego a new arms race in defensive and offensive missiles. It also expressed the view that peaceful nuclear explosives should be provided through an impartial service supplied by the nuclear powers and supervised by the IAEA. The place of China in the security system was debated at some length in the conference. Summing up various participants' views, the statement acknowledged that:

"... Although world stability and security rests largely on relations between the super-powers, progress on nuclear disarmament requires the participation of all nuclear powers, including China and France, in disarmament negotiations... Chinese advances in nuclear technology emphasizes the desirability of enlisting Peking's participation in these negotiations. At an appropriate time, they should be invited to participate in the discussions in Geneva."

The Assembly's report closed with a recognition that the war in the Middle East was a dramatic reminder that there were also serious dangers in conventional arms and arms races.

Although, as in 1966, the Assembly was not an official conference and the participants were invited in a personal capacity, the four days of intensive discussion were of considerable value and interest to the Canadian Government. Several of those taking part were members of government departments and agencies and were able to explain some Canadian views on many important issues to their American colleagues. As suggested by Mr. Macdonald, despite a close identity of view in many of the broad lines of policy, the two countries

had somewhat different outlooks on specific issues. At the same time that these peculiarly Canadian views were being conveyed to the Americans, the Canadian participants in turn were apprised of thinking on the various problems by a broad spectrum of informed thinking in the United States. The Assembly, therefore, proved to be of mutual benefit, fully justifying the effort made by the sponsors to revive the discussion on nuclear weapons which had opened the previous year. It would not be unreasonable to expect that the frank and informed exchanges which took place in Scarborough would have their impact on the growing movement for the control of both nuclear and conventional arms.

Centennial Celebrations in Britain, France and the United States ⁽¹⁾

London

THE events of the centennial celebrations held in Britain reached their climax over the July 1 weekend. Native Londoners, visitors and London's Canadian community shared a programme that varied from the solemn splendour of the special commemorative service in Westminster Abbey to the noise, colour and gaiety of the huge fireworks party in Hyde Park. The weekend was an impressive tribute to the first 100 years of Canada's history, and looked forward confidently to the next century. Even the weather was kind, with sunny days and warm, clear nights.

There were other occasions, earlier in the year, that contributed to the celebration in Britain of the Canadian centennial. The centennial ball, held by the Canadian societies in Britain on April 18 at Grosvenor House, was a brilliant social occasion, with Princess Margaret and Lord Snowdon as guests of honour. The Canadian Government was represented by the Honourable Paul Martin, Secretary of State for External Affairs, who was accompanied by four other members of the Cabinet.

The formal reopening of Canada House, after internal reconstruction, was turned into a centennial event on March 21 by the unveiling of a commemorative plaque by the High Commissioner, the Honourable Lionel Chevrier, as his last official act before returning to Canada to take up his appointment as Commissioner-General for State Visits 1967.

A centennial exhibition of abstract art by 11 Canadian artists working in Britain was assembled by the Commonwealth Institute and formally opened on June 7 at the Institute by the new High Commissioner, Mr. Charles Ritchie. The display remained in London until July 9, when a special selection of the works on exhibit went to the Edinburgh Festival.

Events for Children

In January, an exhibition at Macdonald House of the Confederation Life collection of paintings depicting scenes from Canadian history had attracted widespread interest among schoolchildren. The Centennial Commission, in association with the *London Evening News* and 11 provincial newspapers, sponsored a painting competition for young artists. Four first prizes for visual impressions of the Canadian scene were 15-day trips to Canada and Expo '67. Eleven others won £25 each, and there were six silver centennial medallions for runners-up in each newspaper's competition.

(1) Reports from the Office of the High Commissioner for Canada, London, the Canadian Embassy, Paris, and the Canadian Consulate General, New York.

Throughout the year, there has been a growing awareness on the part of the British public of the special significance of the 1967 anniversary for Canada. Each of the earlier events contributed in its own measure to building interest toward the main July 1 celebration, in Canada as well as in Britain.

Commemorative Service

At noon on Friday June 30, in Westminster Abbey, whose own rich history could have furnished the centennials of a dozen other peoples, there was an attendance of 2,500 for the special centennial commemoration service in the presence of Her Majesty Queen Elizabeth the Queen Mother. The sermon was preached by the Archbishop of Canterbury, Dr. A. H. Ramsay. The Canadian High Commissioner read the lesson.

This was an ecumenical service, with representation from other churches in Britain and Canada. The Canadian churches were represented by Mr. Lavy M. Becker, chairman of the Interfaith Conference; the Most Reverend Michael C. O'Neill, Archbishop of Regina, representing the Catholic Church; Reverend de Courcy H. Rayner, representing the Presbyterian Church in Canada; Reverend Edmund J. Thompson, representing the United Church of Canada; and the Most Reverend W. L. Wright, Archbishop of Algoma and Metropolitan of Ontario, representing the Anglican Church of Canada.



Her Majesty Queen Elizabeth the Queen Mother is conducted to her place during the Canadian centennial service in Westminster Abbey by the Archdeacon, Venerable Dr. E. F. Carpenter, preceded by an RCMP escort.

The service was a full-dress occasion, made even more colourful by the participation of members of the Canadian Armed Forces and the Royal Canadian Mounted Police. Major D. G. Thompson and Sergeant J. E. R. Perrier of the RCMP provided a special escort for Her Majesty. Members of the three branches of the Armed Forces and Canadian veterans formed a lining party at the entrance to the Abbey. The band of the Royal Canadian Ordnance Corps, directed by Captain C. A. Villeneuve, played before and after the service. The Canadian flag was carried to and from the high altar of the Abbey by Chief Petty Officer G. A. Ching, Royal Canadian Navy, escorted by Sergeant J. Renaudin of the 2nd Battalion, Royal 22nd Regiment, and Flight-Sergeant R. W. Warman, Royal Canadian Air Force.

Later in the day, the High Commissioner received 1,000 guests at the traditional July 1 diplomatic reception, enlarged this year and held at Marlborough House. The grounds were decorated with Canadian, centennial and provincial flags, and guests were entertained by the orchestra of the Scots Guards and two pipers.

Salute from Scotland

In commemoration of the ties between Scotland and Canada, a centennial service was held on Sunday July 2 in the Crown Court Church of Scotland, Covent Garden. The British Government was represented by Mr. Herbert Bowden, Secretary of State for Commonwealth Affairs. The Canadian churches were represented by Mr. Rayner and Mr. Thompson, both of whom took part in the service. The High Commissioner read the lesson.

The big public event was on Saturday night, when one of the largest crowds in living memory gathered in Hyde Park for the fireworks party staged by the Centennial Commission. Hyde Park police estimated that there were at least 250,000 — and possibly as many as 300,000 — people to watch the brilliant show. From 9 p.m. on, the Band of the Coldstream Guards played on a floating bandstand, built by the Royal Engineers, anchored in the Serpentine. Shortly after 10 p.m., when it was dark enough, the warm night sky over the park was split by the first salvo of rockets and a set piece on the ground was fired, producing an image of the Canadian flag and "Canada — 1867-1967". For the next 40 minutes the sky flashed and resounded.

Spectator Appreciation

Unexpectedly, a number of the spectators took the trouble to express their appreciation. Several telephoned the following week, and a dozen or so wrote letters to the High Commissioner to say how much they enjoyed the display and to offer centennial congratulations.

The reception of the centennial events in London was overwhelmingly favourable. Their impact has been reinforced by the flow of publicity about events in Canada. The reporting on Expo '67, on centennial celebrations and

such special events as the Royal Visit, has been mainly positive in tone, reflecting a vital new impression of what Canada is today and may become tomorrow.

To add to the effect of all its reading about Canada's centennial, the British public has had, in the actuality of the centennial events in London, immediate evidence of the Canadian presence and a renewed expression of the long and enduring ties of history and friendship between Britain and Canada.

Paris

French radio and television and the French newspapers have devoted a good deal of attention this year to Canada, and have attempted numerous analyses of all aspects of the country's problems. We believe that such studies, as well as the various activities organized to mark the centennial of Confederation, have helped make Canada better known in France.

Among the many events of the centennial year that have taken place in France, it is fitting that first mention should be made of the ceremony at Vimy Ridge on April 9, the fiftieth anniversary of the great battle in which Canadians fought so valiantly. Following this ceremony, which was attended by Prince Philip as representative of the Queen and Mr. Léo Cadieux, Associate Minister of National Defence, as representative of the Canadian Government, many centennial activities were organized under the auspices of the Canadian Embassy in Paris. These included a screening of prestige films at the Marigny Theatre, a ball at the Ambassador's residence on Faubourg Saint-Honoré Street, the presentation of several Canadian beavers to the Vincennes Zoological Gardens, the laying of the cornerstone of the annex to the Maison canadienne (Canadian residence) at the Cité universitaire de Paris, the distribution of centennial medals to children of Canadian public servants living in Paris, and, finally, a centennial mass in the Cathedral of Notre-Dame de Paris. This list does not include the reception given on the occasion of Canada's national anniversary or the many celebrations arranged by other Canadian ministries and agencies represented in Paris, such as the Departments of Trade and Commerce and Veterans' Affairs, the Canadian Broadcasting Corporation, the Canadian Government Travel Bureau and the National Film Board — to mention only a few.

Prestige Film Show

On April 20, the first centennial event took place at Paris's Marigny Theatre, under the patronage of the Canadian Embassy. About 850 people applauded four Canadian films, one of which, the colour documentary *Helicopter Canada*, achieved a remarkable success. This bird's-eye view of the country from Atlantic to Pacific proved of the liveliest interest to Frenchmen returning from Canada or planning a visit during the current year.

On May 24, the Canadian Ambassador and Madame Léger gave a reception

at the residence, which was attended by about 800 guests, among whom were many ministers of the French Government, representatives of diplomatic, official and artistic circles, and personalities of both French and Canadian society.

The centennial ball also took place in Paris. In the great courtyard of the residence, guests witnessed the spectacle of a bivouac of soldiers in the uniforms of a past era. Indoors a festive spirit prevailed. Now and then, guests left the traditional ball to visit a club installed in the cellar called "The Trapper", there to enjoy, in a typically Canadian atmosphere, meat pies and maple-syrup tartlets. At midnight, the guests applauded Quebec's foremost singer-poet Félix Leclerc, whose performance was followed by a display of fireworks in the gardens.

Allied to the event just described were exhibitions of Canadian paintings by 15 Parisian galleries. The directors displayed, along with the canvases they had assembled for their May 24 openings, paintings by Jackson, Riopelle, Bellefleur, Milne, Borduas, Pellán, Alleyne and others. A special place had been reserved for the works of these eminent Canadian artists side by side with the works of such imposing figures as Picasso, Singier, Soulages, Dufy, and many others.

On June 8, the Ambassador presented two Canadian beavers to the zoological park of Paris (the Vincennes Zoological Gardens). These animals, the gift of the Department of Indian Affairs and Northern Development were delivered free of charge by Air Canada.

Laying a Cornerstone

During his stopover in Paris on June 15, the Secretary of State for External Affairs, the Honourable Paul Martin, laid the first stone of the annex to the Maison Canadienne at the Cité universitaire de Paris. The ceremony was attended by Mr. Alain Peyrefitte, the French Minister of National Education, as well as representatives of the Cité universitaire and of the Canadian colony in Paris. A parchment signed by the dignitaries present was deposited in a lead casket, with French and Canadian coins and a centennial medal. The sealed casket was placed in the cornerstone, which was sealed, in its turn, by Mr. Martin.

Mr. Martin also took advantage of his short stay in Paris to distribute centennial medallions to all the school-age children of Canadian federal public servants living in the capital. This ceremony, which took place at the chancery, was designed to bring home to these children the meaning of the centennial year.

Centennial Religious Services

Finally, on Sunday July 2, the Canadian colony and representatives of the French Government attended a special mass celebrated by Cardinal Paul-Emile Léger, Archbishop of Montreal, in the Metropolitan Basilica of Notre-Dame. The solemnity of the service, which was attended by some 2,000 people, was enhanced by an exceptionally appropriate programme of music by the choir, the wind-instruments and the great organ of the Cathedral. Among the many numbers he played, the organist, Mr. Pierre Moreau, performed variations on



Canada's Cardinal Paul-Emile Léger addresses the congregation during a centennial mass he celebrated on July 1 in the Cathedral of Notre-Dame, Paris.

the themes of the Centennial Hymn by Willan and Choquette and of the Canadian national anthem.

Services, including centennial prayers and anthems, as well as sermons for the occasion, also took place in the Great Synagogue of Paris on July 2 (attended by Mr. Morantz of the Embassy), at the church of the British Embassy on July 2 (attended by Mr. Small, Permanent Representative of Canada to the Organization for Economic Co-operation and Development), at the American cathedral (attended by Messrs George and Campbell-Smith, who acted as readers) and at the American church of the Quai d'Orsay.

New York

In New York, "national weeks" are almost as common as ordinary ones, though they do not usually amount to much more than the flying of flags on Fifth Avenue, with perhaps a parade and a display of national art. "Canada Week 1967", held from April 29 to May 5, was different. Since 1967 was no ordinary year for Canada, engendering, as it did, a deep interest, and, indeed, involvement, in Canada's economic affairs on the part of many New York corporations and executives, it could not be allowed to pass without suitable recognition of the first 100 years of the country's history. So it was that a group of prominent Canadians living in New York, assisted by the Canadian

Consulate General, promoted a centennial week that will live in the memories of New Yorkers.

A three-man committee was set up, consisting of R. W. Wadds as co-chairman, Don Johnston and Fred Eliot — all Canadian businessmen resident in New York. With the ready co-operation of a number of other Canadian businessmen and businesswomen, the committee set about assembling Canadian talent and works of art to show New York something of the progress Canada had made in the arts over the previous century.

Since, however, it had made a late start, the committee had considerable difficulty in rounding up Canadian talent, much of which was by this time already fully booked at home. The same was true of many of the exhibits of the kind that were needed if the “week” was to be a success. Perseverance, however, and the help of the Centennial Commission and other agencies of the Canadian Government, resulted in a comprehensive programme that did credit to Canada and gave pleasure to thousands of New Yorkers.

Central Park Entertainment

The week began with an open-air show in Central Park from Saturday April 29 to Monday May 1. On the first day, the ceremonial planting of six Canadian burr oaks was followed by a parade of the Royal 22nd Regiment (“Van Doos”) and a spectacular “Golden Helmet” ride by a motorcycle squad of the Ontario Provincial Police. By way of climax, Central Park *aficionados* were treated to



The band of the 48th Highlanders of Canada performs in the Lower Plaza of Rockefeller Centre in celebration of “Canada Week in New York”.

a demonstration of tree-climbing and tree-topping and an exhibition of expert logrolling and chopping by a group of champion woodsmen from British Columbia. On Sunday and Monday, the band of the "Van Doos" was joined by the bands of the Canadian Guards and the 48th Highlanders of Canada. In the evenings, a group of Canadian variety entertainers performed in the Central Park bandshell under the direction of William Shatner. New Yorkers were introduced to Bobby Gimby and a group of young Canadian singers who performed his famous centennial song *Ca-na-da*.

Opera and Ballet

Carnegie Hall was reserved for three evenings of appearances by the Canadian Metropolitan Opera star Jon Vickers, the ballad-singers Ian and Sylvia, the jazz pianist Oscar Peterson, and the *chanteuse* Monique Leyrac. In addition, the Town Hall was reserved for the McGill Chamber Orchestra and the Barbizon Plaza Theatre for five performances of *Tinderbox* by the Toronto Children's Theatre.

Radio City Music Hall produced a moving "Salute to Canada". This opened with a tableau representing the famous print of the Charlottetown meeting of the Fathers of Confederation, and included a curling ballet designed by James Clausen of the Royal Winnipeg Ballet and featuring three of the principal dancers of that group. "Salute to Canada" was attended by about 400,000 people during its one-month run.

More than a dozen performances were given, over three days, by the Hamilton Police Chorus. They sang in the Chase Manhattan Plaza and the Time and Life Plaza, before police groups and school assemblies, and at the Communion breakfast of the St. George's Association of the New York City Police.

Art Displays

Exhibitions of Canadian art provided a wide variety of fare. In the Union Carbide exhibition hall, the Canadian Government Exhibition Commission assembled an exhibition of photographs by Karsh, another of contemporary art, and a large model of Expo '67. The Karsh show, which was opened on April 13 by the Minister of Trade and Commerce and continued for a month, drew large crowds. A private collection of Eskimo art and a display from Expo '67 featuring films and models of many of the pavilions, part of the Exhibition itself and a number of Expo utilities such as light standards, drinking-fountains and telephone kiosks, were housed in the Time and Life Building. The Museum of Modern Art held a festival of National Film Board productions, a display of contemporary Canadian prints and an outdoor showing of sculpture by Les Levine. The Gallery of Modern Art devoted two floors to a display of the centennial project of the Toronto Dominion Bank — the Bank's collection of Eskimo carvings, supplemented by the collection of Eskimo prints of the

National Gallery and by a lecturer from the Department of Northern Development and Indian Affairs. The David Findlay Gallery showed part of the Band collection of Canadian paintings, which covered the period from the First World War to the present day. Canada's history was represented by a showing of prints entitled "The Face of Early Canada" from the Sigmund Samuel collection in the Greenwich Village branch of the New York Public Library. The J. Walter Thompson Gallery displayed its collection of contemporary Canadian art. Other displays included "Graphicanada", samples of Canadian advertising, Canadian architectural designs, and works of contemporary Canadian artists.

Band Concerts

Along the upper reaches of Fifth Avenue and in many plazas throughout Manhattan, Canadian flags flew in profusion during the week. Thousands of people were attracted during the lunch hour by the appearance in many of the plazas of the three military bands already mentioned, which gave concerts and displays of Highland dancing.

Many bookstores displayed *Canadiana* — books by Canadians and books on Canada. The academic world was represented by a one-day seminar at New York University, at which Canadians prominent in education and politics met their American counterparts to discuss matters of mutual concern. Students from both countries took part in the debates, challenging the "experts" on contemporary problems. Subjects such as "Problems of Political and Foreign Policy in the Canadian-American Relationship", "Student Activism and its Effects on National Policy Formation", "Canadian-American Economic Relations: Development or Domination?" were discussed with a remarkable freedom from cliché and platitude.

Centennial Ball

The week ended with a gala ball at the Waldorf Astoria Hotel, the music for which was provided by Guy Lombardo. The Prime Minister of Canada, the Secretary of State and the Governor of the State of New York headed the list of patrons. They were escorted into the ballroom by the guards of honour of the Fraser Highlanders and La Compagnie Franche de la Marine. The ball began with a "march-on" of the full pipe-band of the 48th Highlanders — a stirring opening to a memorable occasion, which crowned a week during which the Canadian presence was felt everywhere in New York.

Probably the most noteworthy aspect of "Canada Week in New York" was the enormous amount of time and effort freely given by a number of Canadian citizens who, while they were organizing and directing the operation, had their livings to earn in the usual way. Such a contribution had to be made without thought of personal gain or recognition of any kind. An undertaking of this sort required considerable financial backing, which was forthcoming to a remarkable degree from both Canadian and American corporations and individuals.

Visits of Heads of State or their Representatives

AT the invitation of the Governor General, heads of state or their representatives from eight countries visited Canada in the latter half of June and the first half of July, as indicated below.

Federal Republic of Germany

The President of the Federal Republic of Germany and Mrs. Lübke visited Canada from June 9 to 15. Besides Ottawa and Montreal, President Lübke visited Calgary.

Republic of Korea

The President of the Korean Red Cross, Dr. Doo Sun Choi, represented his head of state in Ottawa and Montreal. During his week in Canada, from June 13 to 18, he also visited Quebec City and Toronto.

Ceylon

The Prime Minister of Ceylon, Mr. Dudley Senanayake, accompanied by senior officials, visited Canada from June 19 to 25. Before returning to Ceylon, he visited the Provinces of Quebec and British Columbia.

Thailand

King Bhumibol, accompanied by Queen Sirikit, was present in Canada from June 20 to 24, visiting Quebec City in addition to Ottawa and Montreal.

Uganda

The Honourable A. Ojera, Minister of Information, Broadcasting and Tourism for Uganda, paid an official visit to Canada, starting in Ottawa on June 25. After attending the ceremonies marking the national day of Uganda at Expo '67, he left Canada for the United States on June 30.

India

The President of India, Dr. Zakir Husain, accompanied by senior officials, visited Canada from June 26 to July 1. Besides Ottawa and Montreal, the President and his party visited Quebec City and Halifax.

Malagasy Republic

His Excellency Louis Rakotomalala, Ambassador of the Malagasy Republic accredited to Canada from Washington, attended his country's national day at Expo '67 on June 28.

Guyana

The Prime Minister of Guyana, Mr. Forbes Burnham, and Mrs. Burnham, paid an official visit to Canada between July 9 and 15. Besides Ottawa and Montreal, Mr. Burnham visited Toronto and Quebec City.

FORTHCOMING CONFERENCES

- Second Conference of Commonwealth Caribbean Government Statisticians Georgetown,
July 27 — August 2
- ECOSOC, forty-third session: Geneva, July 11 — August 4
- Meeting of the Inter-American Statistical Institute: Caracas, August 7-18
- UNCTAD, fifth session of the Trade and Development Board: Geneva, August 15 —
September 8
- Committee Meeting of the Pan-American Institute of Geography and History: Ottawa,
September 11-16
- Conference of Photo-Maps and Orthophoto-Maps: Ottawa, September 18-22
- UN General Assembly, twenty-second session: New York, September 19
- Board of Governors Meeting on the IBRD, IDA and IMF: Rio de Janeiro, September
25-29
- UNHCR, Executive Committee, eighteenth session: Geneva, October 30 — November 7
- International Symposium on Industrial Development: Athens, November 29 — December 20
- Commission on Narcotic Drugs, twenty-second session: Geneva, December 4-20
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APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. H. F. Feaver, Canadian Ambassador to Mexico, appointed Canadian Ambassador to Greece, effective May 27, 1967.
- Mr. P. A. Beaulieu, Canadian Ambassador to Brazil, appointed Deputy Permanent Representative and Ambassador to the United Nations, New York, effective June 8, 1967.
- Mr. R. H. Davidson posted from Ottawa to the Office of the High Commissioner for Canada, Dar-es-Salaam, effective June 8, 1967.
- Mr. A. P. McLaine posted from the Canadian Embassy, Havana, to the Canadian Embassy, Washington, effective June 9, 1967.
- Mr. D. L. B. Hamlin posted from the Canadian Embassy, Kinshasa, to Ottawa, effective June 10, 1967.
- Mr. A. J. J. Young posted from the Canadian Embassy, Tokyo, to Ottawa, effective June 11, 1967.
- Mr. W. J. Glaister resigned from the Department of External Affairs, effective June 14, 1967.
- Mr. R. G. Demers appointed to the Department of External Affairs as External Affairs Officer 1, effective June 16, 1967.
- Mr. R. W. England appointed to the Department of External Affairs as Financial Administrator 2, effective June 19, 1967.
- Mr. G. L. Gagné appointed to the Department of External Affairs as Foreign Service Officer 3, effective June 19, 1967.
- Mr. R. D. Lazorka posted from Ottawa to the Office of the High Commissioner for Canada, Kingston, effective June 22, 1967.
- Mr. H. Allard, Canadian Ambassador to Denmark, posted to Ottawa, effective June 23, 1967.
- Mr. K. C. Brown posted from the Canadian Embassy, Washington, to Ottawa, effective June 24, 1967.
- Mr. R. C. Smith posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi, effective June 24, 1967.
- Mr. L. J. L. Morgan appointed to the Department of External Affairs as Foreign Service Officer 2, effective June 26, 1967.
- Mr. S. H. Heeney posted from the Office of the High Commissioner for Canada, Dar-es-Salaam, to Ottawa, effective June 27, 1967.
- Mr. J. H. Cleveland, High Commissioner for Canada in Nigeria, appointed Canadian Ambassador to Colombia and concurrently to Ecuador, effective June 28, 1967.
- Mr. D. M. McCue posted from Ottawa to the Canadian Consulate, Sao Paulo, effective June 29, 1967.
- Mr. R. Chrétien posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York, effective June 30, 1967.
- Mr. C. D. Garrard posted from Ottawa to the Delegation of Canada to the International Commission for Supervision and Control in Laos, effective June 30, 1967.
- Mr. M. Malara appointed to the Department of External Affairs as Foreign Service Officer 2, effective July 1, 1967.

- Mr. A. Blanchette posted from the Canadian Embassy, Athens, to Ottawa, effective July 1, 1967.
- Mr. W. Savage posted from Ottawa to the Canadian Embassy, Tokyo, effective July 3, 1967.
- Mr. D. M. Stockwell posted from Ottawa to the Canadian Embassy, Rio de Janeiro, effective July 3, 1967.
- Mr. J. A. Beesley posted from the Permanent Mission of Canada to the Office of the United Nations at Geneva to Ottawa, effective July 3, 1967.
- Mr. J. H. Taylor posted from Ottawa to the Canadian Embassy, Moscow, effective July 6, 1967.
- Mr. F. Brodeur appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 10, 1967.
- Mr. J. Demers appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 10, 1967.
- Mr. G. Moreau appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 10, 1967.
- Mr. B. N. Rodal appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 10, 1967.
- Mr. A. Simard appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 10, 1967.
- Mr. P. E. Laberge posted from Ottawa to the Delegation of Canada to the International Commission for Supervision and Control in Vietnam, effective July 12, 1967.
- Mr. M. F. Yalden posted from the Canadian Embassy, Paris, to Ottawa, effective July 13, 1967.
- Mr. G. E. Shannon posted from the Canadian Embassy, Washington, to Ottawa, effective July 13, 1967.
- Mr. J. L. T. M. Ouellette posted from the Canadian Consulate, Sao Paulo, to Ottawa, effective July 13, 1967.
- Mr. W. J. Bonthron posted from the Canadian Embassy, Brussels, to the Canadian Embassy, Kinshasa, effective July 15, 1967.
- Mr. R. F. J. Bougie posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa, effective July 15, 1967.
- Mr. E. Martel appointed to the Department of External Affairs as Foreign Service Officer 2, effective July 17, 1967.
- Mr. J. M. Siegrist appointed to the Department of External Affairs as External Affairs Officer 2, effective July 17, 1967.
- Mr. A. D. Ross posted from the Canadian Embassy, Rio de Janeiro, to the Canadian Embassy, Santo Domingo, effective July 17, 1967.
- Mr. M. H. Wershof appointed Canadian Ambassador to Denmark, effective July 17, 1967.
- Mr. J. L. Délisle, Canadian Ambassador to Turkey, appointed Permanent Representative and Ambassador to the Permanent Mission of Canada to the Office of the United Nations at Geneva, effective July 19, 1967.
- Mr. R. E. Reynolds posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective July 21, 1967.

TREATY INFORMATION

Current Action

Union of Soviet Socialist Republics

Exchange of Notes between the Government of Canada and the Government of the Union of Soviet Socialist Republics concerning certain consular matters.

Moscow July 14, 1967.

Entered into force July 14, 1967.

Protocol to further extend the Canadian-Soviet Trade Agreement done at Ottawa on February 29, 1965, and extended by Protocols of April 18, 1960, and September 16, 1963.

Signed at Moscow June 20, 1966.

Entered into force provisionally June 20, 1966.

Instruments of ratification exchanged at Ottawa July 28, 1967.

In force definitively July 28, 1967.

United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Agreement of May 5, 1961, concerning pilotage services in the Great Lakes and the St. Lawrence Seaway west of St. Regis (with a memorandum of understanding).

Washington April 13, 1967.

Entered into force April 13, 1967.

Multilateral

Partial revision of the Radio Regulations, Geneva, 1959.

Done at Geneva April 29, 1966.

Entered into force July 1, 1967.

Canada's Instruments of Acceptance deposited July 14, 1967.

Geneva (1967) Protocol to the General Agreement on Tariffs and Trade.

Done at Geneva June 30, 1967.

Memorandum of Agreement on the basic elements for the negotiation of a World Grains Arrangement together with an ancillary Agreement between the Government of the United Kingdom and the Governments of Australia, Canada, Argentina and the United States of America.

Done at Geneva June 30, 1967.

Agreement on the implementation of Article VI of the General Agreement on Tariffs and Trade, relating to anti-dumping measures.

Done at Geneva June 30, 1967.

EXTERNAL AFFAIRS

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United Nations General Assembly

TWENTY-SECOND SESSION — DELEGATION AND AGENDA

THE Canadian Delegation to the twenty-second session of the General Assembly, which is to open on September 19 at United Nations headquarters in New York, will consist of ten delegates, advisers from the Departments of External Affairs and Finance, and observers representing all political parties from both Houses of Parliament. The Honourable Paul Martin, Secretary of State for External Affairs, will be chairman. Mr. George Ignatieff, Canada's Permanent Representative to the United Nations, who has been appointed vice-chairman, has served also as Canada's Permanent Representative to the North Atlantic Council and is a former Assistant Under-Secretary of State for External Affairs. The following are the other members of the Delegation :

Mr. Gérard Pelletier, Parliamentary Secretary to the Secretary of State for External Affairs, a journalist and former editor of *La Presse* of Montreal. He has been a Member of Parliament since 1965.

Mr. Hugh Faulkner, Member of Parliament, is a teacher and has worked with the United Nations Association in Peterborough, Ontario, and with the Canadian NATO Parliamentary Association. He is a member of the House of Commons External Affairs Committee.

Mrs. Sally Merchant of Saskatoon is a member of the Legislative Assembly of Saskatchewan and is employed by the Alumni Association of the University of Saskatchewan.

Mr. Lloyd Francis, consulting economist and former lecturer in economics, was Deputy Mayor of Ottawa from 1961 to 1963 and Member of Parliament from 1963 to 1965, and has served on the Canadian delegation to the Commonwealth Parliamentary Association.

Lieutenant-General E. L. M. Burns, Ambassador and Adviser to the Government on Disarmament. Former Commander of UNEF in the Middle East, he has represented Canada at the Geneva disarmament talks since 1959.

Mr. Paul Beaulieu, Deputy Permanent Representative to the United Nations, is a member of the Royal Society of Canada and the author of various books and articles. He is a former Ambassador to Lebanon and to Brazil.

Mr. Bruce Rankin, Ambassador to Venezuela, was formerly with the Department of Trade and Commerce and served as Deputy Consul General in New York.

Mr. Allan Gotlieb, Acting Assistant Under-Secretary of State for External Affairs and Legal Adviser of the Department of External Affairs, has lectured at Oxford and Queen's Universities and is the author of a book and various articles on international law. He was a member of the Canadian delegation to the Eighteen-Nation Disarmament Conference from 1962 to 1964.

Parliamentary observers will be selected by the parties in the House of Commons and the Senate in accordance with the usual procedure. Advisers will be provided by the Department of External Affairs and by other government departments as appropriate.

The provisional agenda contains 92 items, which will be considered in plenary session or in one of the seven main committees. A number of these, such as the question of general and complete disarmament, and development programmes and aid to newly-independent countries, human rights and self-determination for all peoples, are regularly considered by the General Assembly.

The question of the continuing crisis in the Middle East will be an important topic of discussion, as will the treaty on non-proliferation of nuclear weapons. African issues such as the question of the mandated territory of South West Africa, *apartheid* and the territories under Portuguese administration will also receive a great deal of attention at the twenty-second session. It is expected that additional items will be inscribed on the agenda before the opening of the session.

The preliminary agenda follows :

1. Opening of the session by the chairman of the delegation of Afghanistan.
2. Minute of silent prayer or meditation.
3. Credentials of representatives to the twenty-second session of the General Assembly :
 - (a) Appointment of the Credentials Committee;
 - (b) Report of the Credentials Committee.
4. Election of the President.
5. Constitution of the main committees and election of officers.
6. Election of Vice-Presidents.
7. Notification by the Secretary-General under Article 12, Paragraph 2, of the Charter of the United Nations.
8. Adoption of the agenda.
9. General debate.
10. Report of the Secretary-General on the work of the organization.
11. Report of the Security Council.
12. Report of the Economic and Social Council.
13. Report of the Trusteeship Council.
14. Report of the International Atomic Energy Agency.
15. Election of five non-permanent members of the Security Council.
16. Election of nine members of the Economic and Social Council.
17. Election of 15 members of the Industrial Development Board.
18. Election of the members of the Executive Board of the United Nations Capital Development Fund.
19. Election of the members of the United Nations Commission on International Trade Law.
20. Appointment of the members of the Peace Observation Commission.
21. United Nations Emergency Force :
 - (a) Report on the Force;

- (b) Cost estimates for the maintenance of the Force.
22. Co-operation between the United Nations and the Organization of African Unity : report of the Secretary - General [Resolution 2193 (XXI) of 15 December 1966].
 23. Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples : report of the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples [Resolutions 2134 (XXI) of 29 September 1966, 2138 (XXI) of 22 October 1966, 2145 (XXI) and 2146 (XXI) of 27 October 1966, 2151 (XXI) of 17 November 1966, 2183 (XXI), 2184 (XXI) and 2185 (XXI) of 12 December 1966, 2189 (XXI) of 13 December 1966, and 2226 (XXI), 2227 (XXI), 2228 (XXI), 2229 (XXI), 2230 (XXI), 2231 (XXI), 2232 (XXI) and 2238 (XXI) of 20 December 1966].
 24. Activities of foreign economic and other interests which are impeding the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Southern Rhodesia, South West Africa and Territories under Portuguese Domination and in all other Territories under Colonial Domination [Resolution 2189 (XXI) of 13 December 1966].
 25. Installation of mechanical means of voting: report of the Secretary-General [Decision of 7 December 1966].
 26. Report of the committee on arrangements for a conference for the purpose of reviewing the Charter [Resolution 2114 (XX) of 21 December 1965].
 27. Question of holding further conferences on the peaceful uses of atomic energy [Resolution 2056 (XX) of 16 December 1965].
 28. Non-proliferation of nuclear weapons :
 - (a) Report of the Conference of the Eighteen-Nation Committee on Disarmament [Resolution 2153A (XXI) of 17 November 1966];
 - (b) Report of the Preparatory Committee for the Conference of Non-Nuclear-Weapon States [Resolution 2153 B (XXI) of 17 November 1966].
 29. Question of general and complete disarmament :
 - (a) Report of the Conference of the Eighteen-Nation Committee on Disarmament [Resolution 2162C (XXI) of 5 December 1966];
 - (b) Report of the Secretary-General on the effects of the possible use of nuclear weapons and on the security and economic implications for states [Resolution 2162 A (XXI) of 5 December 1966].
 30. Urgent need for suspension of nuclear and thermonuclear tests : report of the Conference of the

- Eighteen-Nation Committee on Disarmament [Resolution 2163 (XXI) of 5 December 1966].
31. Elimination of foreign military bases in the countries of Asia, Africa and Latin America : report of the Conference of the Eighteen-Nation Committee on Disarmament [Resolution 2165 (XXI) of 5 December 1966].
 32. International co-operation in the peaceful uses of outer space : report of the Committee on the Peaceful Uses of Outer Space [Resolutions 2222 (XXI) and 2223 (XXI) of 19 December 1966].
 33. The Korean question : report of the United Nations Commission for the Unification and Rehabilitation of Korea [Resolution 2224 (XXI) of 19 December 1966].
 34. Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East [Resolution 2154 (XXI) of 17 November 1966].
 35. The policies of *apartheid* of the Government of the Republic of South Africa [Resolution 2202 A (XXI) of 16 December 1966] :
 - (a) Report of the Special Committee on the Policies of Apartheid of the Government of the Republic of South Africa;
 - (b) Report of the Secretary-General.
 36. Effects of atomic radiation : report of the United Nations Scientific Committee on the Effects of Atomic Radiation [Resolution 2213 (XXI) of 17 December 1966].
 37. Comprehensive review of the whole question of peacekeeping operations in all their aspects : report of the Special Committee on Peacekeeping Operations [Resolution 2249(S-V) of 23 May 1967].
 38. United Nations Conference on Trade and Development : report of the Trade and Development Board [Resolutions 2206 (XXI), 2207 (XXI), 2208 (XXI), 2209 (XXI) and 2210 (XXI) of 17 December 1966].
 39. United Nations Industrial Development Organization : report of the Industrial Development Board [Resolutions 2152 (XXI) of 17 November 1966 and 2178 (XXI) of 9 December 1966].
 40. United Nations Capital Development Fund: confirmation of the appointment of the Managing Director [Resolution 2186 (XXI) of 13 December 1966].
 41. United Nations Development Decade: report of the Secretary-General [Resolution 2218 (XXI) of 19 December 1966].
 42. External financing of economic development of the developing countries [Resolutions 2169 (XXI) and 2170 (XXI) of 6 December 1966]:
 - (a) Accelerated flow of capital and technical assistance to the developing countries: report of the Secretary-General;
 - (b) Outflow of capital from the developing countries: report

of the Secretary-General.

43. Development of natural resources [Economic and Social Council Resolution 1218 (XLII) of 1 June 1967].
44. The role of the United Nations in training national technical personnel for the accelerated industrialization of the developing countries [Resolution 2090 (XX) of 20 December 1965].
45. United Nations Institute for Training and Research: report of the Executive Director [Resolution 2187 (XXI) of 13 December 1966].
46. Operational activities for development [Resolutions 2179 (XXI) and 2180 (XXI) of 9 December 1966]:
 - (a) Activities of the United Nations Development Programme: reports of the Governing Council;
 - (b) Activities undertaken by the Secretary-General.
47. Regional development [decision of 24 September 1966].
48. Programme of studies on multilateral food aid: report of the Secretary - General [Resolution 2155 (XXI) of 22 November 1966].
49. General review of the programmes and activities in the economic, social, technical co-operation and related fields of the United Nations, the Specialized Agencies, the International Atomic Energy Agency, the United Nations Children's Fund and all other institutions and agencies related to the United Nations system: report of the enlarged Committee for Programme and Co-ordination [Resolution 2188 (XXI) of 13 December 1966].
50. World social situation: report of the Secretary-General [Resolution 2215 (XXI) of 19 December 1966].
51. Office of the United Nations High Commissioner for Refugees:
 - (a) Report of the High Commissioner [Resolution 2197 (XXI) of 16 December 1966];
 - (b) Question of the continuation of the Office of the High Commissioner [Resolution 1783 (XVII) of 7 December 1962].
52. Housing, building and planning: report of the Secretary-General [Resolution 2036 (XX) of 7 December 1965].
53. Town twinning as a means of international co-operation: report of the Economic and Social Council [Resolution 2058 (XX) of 16 December 1965].
54. Draft Declaration on the Elimination of Discrimination against Women [Resolution 2199 (XXI) of 16 December 1966].
55. Elimination of all forms of religious intolerance:
 - (a) Draft Declaration on the Elimination of All Forms of Religious Intolerance [decision of 19 December 1966];
 - (b) Draft International Convention on the Elimination of All Forms of Religious In-

tolerance [*idem*]

56. Elimination of all forms of racial discrimination [Resolutions 2106 A (XX) of 21 December 1965 and 2142 (XXI) of 26 October 1966];

(a) Implementation of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination: report of the Secretary-General;

(b) Status of the International Convention on the Elimination of All Forms of Racial Discrimination: report of the Secretary-General;

(c) Measures to be taken against Nazism and racial intolerance [Economic and Social Council Resolution 1211 (XLII) of 29 May 1967];

(d) Measures for the speedy implementation of international instruments against racial discrimination [Economic and Social Council Resolution 1244 (XLII) of 6 June 1967].

57. Question of the violation of human rights and fundamental freedoms, including policies of racial discrimination and segregation and of *apartheid*, in all countries, with particular reference to colonial and other dependent countries and territories: report of the Secretary-General [Resolution 2144 (XXI) of 26 October 1966].

58. Status of the International Covenant on Economic, Social and Cultural Rights, the International

Covenant on Civil and Political Rights and the Optional Protocol to the International Covenant on Civil and Political Rights: report of the Secretary-General [Resolution 2200A (XXI) of 16 December 1966].

59. International Year for Human Rights:

(a) Programme of measures and activities to be undertaken in connection with the International Year for Human Rights: report of the Secretary-General [Resolution 2217A (XXI) of 19 December 1966];

(b) Report of the Preparatory Committee for the International Conference on Human Rights [Resolution 2217C (XXI) of 19 December 1966].

60. Freedom of information [Resolution 2216 (XXI) of 19 December 1966]:

(a) Draft Convention on Freedom of Information;

(b) Draft Declaration on Freedom of Information.

61. Question of the punishment of war criminals and of persons who have committed crimes against humanity [Economic and Social Council Resolution 1220 (XLII) of 6 June 1967].

62. Question concerning the implementation of human rights through a United Nations High Commissioner for Human Rights or some other appropriate international machinery [General Assembly Decision of 19 Decem-

- ber 1966 and Economic and Social Council Resolution 1237 (XLII) of 6 June 1967].
63. Capital punishment: report of the Secretary-General [Resolution 1918 (XVIII) of 5 December 1963].
 64. Information from Non-Self-Governing Territories transmitted under Article 73(e) of the Charter of the United Nations [Resolution 2233 (XXI) of 20 December 1966]:
 - (a) Report of the Secretary-General;
 - (b) Report of the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.
 65. Question of South West Africa [Resolutions 2145 (XXI) and 2146 (XXI) of 27 October 1966 and 2248 (S-V) of 19 May 1967, and decision of 13 June 1967]:
 - (a) Report of the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples;
 - (b) Report of the United Nations Council for South West Africa;
 - (c) Appointment of the United Nations Commissioner for South West Africa.
 66. Special educational and training programmes for South West Africa: report of the Secretary-General [Resolution 2236 (XXI) of 20 December 1966].
 67. Question of Territories under Portuguese Administration [Resolution 2184 (XXI) of 12 December 1966]:
 - (a) Report of the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples;
 - (b) Report of the Secretary-General.
 68. Special training programme for territories under Portuguese administration: report of the Secretary - General [Resolution 2237 (XXI) of 20 December 1966].
 69. Question of the consolidation and integration of the special educational and training programmes for South West Africa, the special training programme for territories under Portuguese administration and the educational and training programme for South Africans: report of the Secretary - General [Resolution 2235 (XXI) of 20 December 1966].
 70. Question of Fiji: report of the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples [Resolution 2185 (XXI) of 12 December 1966].
 71. Question of Oman [Resolution 2238 (XXI) of 20 December

- 1966]:
- (a) Report of the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples;
 - (b) Report of the Secretary-General.
72. Offers by member states of study and training facilities for inhabitants of non-self-governing territories: report of the Secretary-General [Resolution 2234 (XXI) of 20 December 1966].
73. Financial reports and accounts for the financial year ended 31 December 1966 and reports of the Board of Auditors:
- (a) United Nations;
 - (b) United Nations Development Programme;
 - (c) United Nations Children's Fund;
 - (d) United Nations Relief and Works Agency for Palestine Refugees in the Near East;
 - (e) Voluntary funds administered by the United Nations High Commissioner for Refugees.
74. Supplementary estimates for the financial year 1967.
75. Budget estimates for the financial year 1968.
76. Pattern of conferences [Resolution 2239 (XXI) of 20 December 1966]:
- (a) Report of the Committee on Conferences;
 - (b) Report of the Secretary-General.
77. Appointments to fill vacancies in the membership of subsidiary bodies of the General Assembly:
- (a) Advisory Committee on Administrative and Budgetary Questions;
 - (b) Committee on Contributions;
 - (c) Board of Auditors;
 - (d) Investments Committee: confirmation of the appointments made by the Secretary-General;
 - (e) United Nations Administrative Tribunal;
 - (f) United Nations Staff Pension Committee.
78. Scale of assessments for the apportionment of the expenses of the United Nations: report of the Committee on Contributions.
79. Audit reports relating to expenditure by Specialized Agencies and the International Atomic Energy Agency:
- (a) Earmarkings and contingency authorizations from the Technical Assistance Account of the United Nations Development Programme;
 - (b) Allocations from the Special Fund Account of the United Nations Development Programme.
80. Administrative and budgetary co-ordination of the United Nations with the Specialized Agencies and the International Atomic Energy Agency: report of the Advisory Committee on Administrative and Budgetary Questions.

81. Implementation of the recommendations made by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies: report of the Secretary-General [Resolution 2150 (XXI) of 4 November 1966].
82. Publications and documentation of the United Nations: report of the Secretary-General [Resolution 2247 (XXI) of 20 December 1966].
83. Personnel questions:
 - (a) Composition of the Secretariat: report of the Secretary-General;
 - (b) Other personnel questions.
84. Report of the United Nations Joint Staff Pension Board.
85. United Nations International School: report of the Secretary-General [Resolution 2176 (XXI) of 9 December 1966].
86. Report of the International Law Commission on the work of its nineteenth session.
87. Law of treaties [Resolution 2166 (XXI) of 5 December 1966].
88. Consideration of principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations: report of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States [Resolution 2181 (XXI) of 12 December 1966].
89. Question of methods of fact-finding [Resolution 2182 (XXI) of 12 December 1966].
90. Draft Declaration on Territorial Asylum [Resolution 2203 (XXI) of 16 December 1966].
91. United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law: report of the Secretary-General [Resolution 2204 (XXI) of 16 December 1966].
92. Treaty for the Prohibition of Nuclear Weapons in Latin America [item proposed by Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay and Venezuela (A/6676 and Add. 1 and 2)].

Canada and the Federal Republic of Germany

IN June of this year, the President of the Federal Republic of Germany, Dr. Heinrich Lübke, visited Ottawa, Montreal and Calgary as a guest of the Canadian Government. During his talks with the Prime Minister and the Honourable J. J. Greene, the Agriculture Minister, in Ottawa on June 12, the problems of agricultural aid to developing countries were discussed, a subject of great personal concern to the President, who has travelled widely in the "third world" and is familiar with the special challenges facing those countries. At Expo 67, Dr. Lübke presided over Germany's national day and visited the German pavilion, a giant tent of steel mesh that has been one of the chief architectural attractions of the Montreal World Exhibition. As a former Minister of Agriculture and a lifelong advocate of agricultural reform and modernization in his own country, he was particularly interested in the operations of Western Canadian ranches, three of which he visited briefly in Alberta.

Bilateral Relations

Dr. Lübke's visit served as a reminder to Canadians of the close community of interests between Germany and Canada. Since the exchange of ambassadors in 1951, Canada has developed extensive relations with the Federal Republic over a very wide area of activity; in defence, trade and immigration they are of particular significance. The level of these relations is both encouraging and remarkable, considering the legacy of conflict in two world wars.

Immigration

These associations go far back into Canadian history, since more than two centuries of immigration from Germany have provided Canada with 5 per cent of its population. Citizens of German origin now constitute the third largest cultural and linguistic group after the British and French. The first German immigrants settled in Lunenburg, Nova Scotia, in 1750 and were followed by groups who came as United Empire Loyalists from Pennsylvania and New York after the American Revolution, others who settled on the Prairies in the last century, and the large number who have, since 1950, come to Canada's cities in search of better economic opportunities. They keep alive their cultural heritage through the many societies, choral groups and German-language newspapers across the country and, by retaining such customs as the October Wine Festival, the Mardi Gras carnival and the illuminated Christmas tree (first introduced to Canada by a German family in 1781), add colour and variety to the local scene. But the German contribution to the broader aspects of

Canadian life has also been rich. Two were Fathers of Confederation (Fisher and Steeves); another (Sir Adam Beck) was the founder of Ontario Hydro. Modern representatives of the German element in public life are the late William Aberhart, who introduced Social Credit to Alberta, former Prime Minister Diefenbaker (of mixed Scottish and German descent), and John Deutsch, principal of Queen's University and chairman of the Economic Council of Canada. Dr. Hermann Geiger-Torel, director of the Canadian Opera Company, is representative of the creative role Canadians of German descent play in the development of the arts.

Trade and Economic Relations

Economic relations with Germany are of considerable importance to Canada. The two economies are complementary to a considerable extent, the Federal Republic's diverse and highly competitive manufacturing industry requiring large imports of food and raw materials that Canada is able to supply. The FGR, Canada's fifth-ranking supplier and its fifth (in some years third or fourth) largest market, is Canada's top trading partner in continental Europe. Canada, though an important buyer and source of imports, does not rank as high on Germany's list of trading partners. Wheat accounts for about one-third of Canada's sales (though Common Market policies aimed at increasing agricultural output may reduce this market in future); the other two-thirds comes mainly



In conversation at Government House, Ottawa, (left to right): Governor-General Roland Michener; Mrs. Lübke; Dr. Heinrich Lübke; Mrs. Michener.

from other grains, aluminum, copper, asbestos, iron ore, synthetic rubber and wood pulp and, in recent years, some manufactures. Automobiles figure prominently in German exports to Canada (25 per cent), with a wide range of manufactured products.

West German investment in Canada is very high (about \$205 million) and, since 1945, German businessmen have placed more money in Canada than in any other country except Brazil, either in branch plants or joint enterprises with Canadian firms. In many cases they have stimulated increased Canadian exports to the FGR. Some of the better-known companies are Mannesmann, Thyssen (mining and steel), Feldmühle (the EEC's largest paper-producer) and such familiar names as Volkswagen, Zeiss and Rosenthal. While Canadian investment in Germany is less appreciable, the Massey-Ferguson and Alcan subsidiaries are examples of successful Canadian undertakings.

Economic co-operation takes other forms. In 1957, Germany was the first country to sign an agreement for the exchange of information with Canada on the peaceful uses of atomic energy and for the purchase of Canadian uranium for the German Nuclear Centre at Karlsruhe (modelled on the Chalk River reactor). National Research Council facilities at Fort Churchill, Manitoba, have on several occasions been made available to German institutes for the testing of high-altitude meteorological and scientific research rockets. A special airlines agreement which provides reciprocal privileges to Air Canada and Lufthansa has been in effect since 1959.

Defence

Since the Federal Republic became the fifteenth member of the Atlantic alliance in 1955 (by the terms of the London and Paris Agreements, which ended the postwar occupation of that country), co-operation with Canada in the defence system of the West has been close. Both countries continue to be strong supporters of NATO as a defence alliance whose forces are integrated under joint command, as an instrument of Atlantic co-operation, and as a unique forum for political discussion. Both have supported moves within the organization to strengthen it by bringing it more in line with new political developments.

As one of Germany's NATO allies, Canada has, over the years, expressed sympathy for the German people, whose enforced division into two antagonistic political systems has caused hardship to separated families on both sides of the Berlin Wall and produced an element of instability in Central Europe. Canada has consistently supported the Federal Republic's efforts to seek peaceful reunification under conditions of freedom.

For some years a large part of Canada's military contribution to NATO has been based in Germany — notably a brigade group of about 6,000 and two RCAF wings numbering about 2,260 (part of a total military and civilian component of about 24,000). The move this spring of additional Canadian

NATO forces from Metz and Marville in France to Lahr in Germany, following France's withdrawal from the integrated NATO structure, means that Canada's entire European forces commitment is now in the Federal Republic. The foreign-exchange costs involved are borne entirely by the Canadian Government. Relations with the German civilian population have been notably good. Members of the Canadian forces have found time to engage in social-welfare projects on behalf of the local citizenry, and some years ago the freedom of the city of Soest was granted to the Royal Canadian Regiment — the first time a foreign regiment had ever been so honoured by a German city.

In defence production there are special co-operative arrangements whereby certain equipment is procured by each country from the other. The "borrowing" of certain facilities under NATO's aegis (such as the cold-weather trials of German military equipment at Camp Shilo, Manitoba, in 1965) is another feature of military co-operation.

Cultural and Information Exchanges

Although no formal agreement provides for cultural exchanges between Canada and the Federal Republic, there are, from time to time, officially-sponsored events such as the visit of the National Youth Orchestra to Berlin in 1966 and of the Munich and Stuttgart Chamber Music ensembles to Canada, as well as various art exhibits. Many Canadian universities have faculties of German and are assisted by Goethe Institutes in Toronto and Montreal. The Universities of Marburg and Cologne and the active German-Canadian Society in Hanover have established libraries of *Canadiana*. While the academic scholarship programme is modest, an experimental scheme (supported by both governments) of summer "work-and-travel" student exchanges (which allows students to work for two months and travel for one in each other's country) has proved highly successful and is likely to be a positive factor in future bilateral relations. Both governments sponsor information visits by journalists and representatives of radio and television, exchanges which have seen an appreciable increase this year as a result of the centennial and Expo 67.

International Co-operation

Apart from their participation in NATO, Canada and Germany share membership in most of the international economic and financial organizations whose aim it is to maintain high growth-rates and stability in the industrial economies and to assist those heavily-populated areas of the world in the process of development. Among these groupings are the IMF, IBRD, GATT, OECD and UNCTAD. Both countries played an active role in the Kennedy Round negotiations to reduce tariff barriers. Though Germany's continued division has prevented membership in the UN General Assembly, the Federal

Republic is a full and active member of the Specialized Agencies, including FAO, WHO and others.

Both countries have given strong emphasis to foreign-aid programmes and work closely and on a continuing basis in the Development Assistance Committee of the OECD and in the various aid consortia to co-ordinate and harmonize the planning of projects and their administration, to make aid terms easier for recipients and generally to gain maximum benefits from the total aid resources available. While the emphasis in Germany has been more on investment in developing countries and co-operation with private industry and Canada's more on project and commodity assistance, both have been able to benefit from the other's special experience and expertise. Germany has pioneered a number of interesting new aid techniques, including the Development Institute, which provides postgraduate courses in problems of economic development with the intention of building up a reserve of specialists in the field.

At this time, when Central Europe is once more providing a meeting-ground between Eastern and Western Europe, close co-operation between Canada and Germany takes on particular significance. Both countries, with their NATO partners, have made every effort to help change the atmosphere between the two blocs from one of confrontation to one of patient exploration of areas of common interest. The Federal Republic, at the heart of Europe, is making a vital contribution to the developing dialogue between East and West.

Canada - U.S.S.R Consular Agreement

THE recent signing of an agreement on consular matters between Canada and the U.S.S.R. was a major achievement in relations between the two countries, which have been developing at an increasing rate in recent years. The main purpose of this agreement is to protect citizens of each country visiting the other from the difficulties which may arise from different citizenship laws and legal processes.

Negotiations on this subject were begun after the visit of the Honourable Paul Martin, Secretary of State for External Affairs, to the Soviet Union in the autumn of 1966 and were conducted in Moscow between the Canadian Ambassador, Mr. R. A. D. Ford, and the Soviet Foreign Ministry. The agreement, in the form of an exchange of notes, took place at the Soviet Foreign Ministry on July 14, 1967.

In a statement issued the same day in Ottawa, Mr. Martin referred to the continuing progress, over the past few years, concerning the reunification of families separated by the Second World War and its consequences. Discussions on this matter were initiated by a personal appeal from the Prime Minister to Mr. Khrushchov in July 1964. The statement pointed out that Mr. Pearson and Mr. Kosygin were both personally involved in subsequent discussions and that, since that time, as a result of efforts on both sides, and through the work of the Red Cross and Red Crescent, some progress had been made in reuniting separated families. In 1965 and 1966, the number of Soviet citizens who joined their relatives in Canada was more than double the number who came in the two preceding years. The statement concluded by mentioning the Soviet Union's confirmation to the Canadian Government that it intended to continue to give sympathetic consideration on humanitarian grounds to applications from Soviet citizens wishing to leave the U.S.S.R. to join their families in Canada.

A separate paragraph of the consular agreement provided that a Canadian consulate in the U.S.S.R., in a city to be decided upon at the time of establishment, should have territorial jurisdiction in an area comparable to that of the Soviet Consulate General established this year in Montreal, which covers the Province of Quebec. The setting-up of a Soviet Consulate General in Canada, which is a significant step in the development of closer Canadian-Soviet relations, likewise followed from discussions initiated during Mr. Martin's visit to Moscow in November 1966. In view of the continuing increase in bilateral contacts, especially in the economic, technical and cultural spheres, and of the large numbers of Soviet visitors to Expo 67, it was agreed that the Soviet Consulate General should be established in the spring of 1967. In conjunction with its consular operations, it handles commercial matters involving the two countries within its area of jurisdiction. Mr. Pavel Safonov was named Soviet Consul General in Montreal, where he has been exercising his functions since April 18.

Canada Assists Turkish Communications

ON June 28, 1967, Canada and Turkey signed agreements for the financing of an important project by the Department of Post, Telegraph, and Telephone of the Government of Turkey to modernize and expand its internal communications system in and round the cities of Ankara, Istanbul and Izmir. These agreements provide \$24,500,000 for the procurement by Turkey of telecommunications equipment from the Northern Electric Company, Limited, of Montreal. The signing ceremony in the Parliament Buildings, Ottawa, was attended by the Secretary of State for External Affairs, the Honourable Paul Martin, the Minister of Trade and Commerce, the Honourable Robert Winters, and His Excellency Mehmet Baydur, Ambassador of Turkey.

The agreements were arranged through Canada's External Aid Office and the Export Credits Insurance Corporation in fulfilment of Canada's pledge to assist Turkey in its economic and industrial development under the consortium established by the Organization for Economic Co-operation and Development. This



Signing of communications-financing agreement between Canada and Turkey (left to right, seated): His Excellency Mehmet Baydur, Ambassador of Turkey; the Honourable Paul Martin, Secretary of State for External Affairs; the Honourable Robert Winters, Minister of Trade and Commerce.

group of 14 industrialized nations and industrial development institutions has been meeting regularly since 1962 to review Turkish progress in development. The use of external aid funds in this transaction is intended to permit loan-financing on terms recognized by the consortium to be appropriate in the light of Turkey's debt-servicing capacity. In the last few years, the rapid growth of the Turkish economy has created an upsurge in imports and a need for improvement in transportation and communications, both of which have high priority in the country's five-year plan of social and economic development.

Contribution of Telecommunications Industry

The Northern Electric Company has been engaged in a drive to establish itself in export markets in which competitors from other countries have long been entrenched, and feels that this order will enhance Canada's position as a major world supplier of advanced communications equipment. This success further demonstrates the increasing competitiveness of the Canadian telecommunications industry in world markets. The contribution envisaged for the Exports Credits Insurance Corporation in the financing arrangements for this project will bring to nearly \$50 million the value of telecommunications exports financed under Section 21A of the Export Credits Insurance Act.

A sod-turning ceremony on July 10 marked the beginning of construction of a plant near Istanbul to manufacture some of the equipment required for the project. Not only is this factory an integral element in the supply contact for the expansion of Turkey's internal communications system but it should also serve as the foundation for the future development of the Turkish telecommunications industry.

This joint project by Canada and Turkey, co-members of the North Atlantic Treaty Organization and of the Organization for Economic Co-operation and Development, will contribute to Turkey's further industrial development and provide prompt benefits for the Turkish people, as well as increasing the export role of an advanced and competitive Canadian industry. Through the participation of many Canadians in a major project in Turkey, it will further strengthen the friendly relations between the two countries.

Carnegie Fellows in Diplomacy

VISIT TO OTTAWA, JUNE 1967

As in the past three years, a group of Carnegie Fellows in Diplomacy visited Ottawa in June to study the activities of the Canadian Government, in particular those of the Department of External Affairs. The Fellows come from a number of countries in Asia, Africa, the Middle East and the Caribbean. This year there were representatives from Barbados, Ghana, Guyana, Jamaica, Korea, Lesotho, Malawi, Malta, Mauritius, Nigeria, the Philippines, Tanzania, Trinidad and Tobago, and Zambia. The majority have already served as officials in their own foreign services, or in other government departments. After selection by a committee that includes Mr. John Holmes, President of the Canadian Institute of International Affairs, they take a one-year course in international relations at Columbia University.

The annual visit to Canada is part of a lengthy "field trip" following the course at Columbia. The Fellows spend several weeks in Washington, where they attend a lecture programme given by the State Department. This is followed



The Carnegie Fellows in Diplomacy who visited Ottawa in June, representing Barbados, Ghana, Guyana, Jamaica, Korea, Lesotho, Malawi, Malta, Mauritius, Nigeria, the Philippines, Tanzania, Trinidad and Tobago, and Zambia.

by a visit to Canada and to several European countries. The Fellows then return to resume service in their own countries.

The Canadian part of the tour is co-ordinated by the Canadian Institute of International Affairs; this year it consisted of visits to Montreal, Toronto, and Stratford, as well as to Ottawa. The Fellows had a tour of industrial and commercial establishments in Toronto, visited Expo '67 and spent an evening at the Shakespearian Festival in Stratford.

The three-day visit to Ottawa, which began on June 13, included a full schedule of talks and seminars in the Department of External Affairs, and visits to places of interest in the capital, including the House of Commons and Carleton University. The Departmental lectures were designed to demonstrate something of the "mechanics" of the Department, to familiarize the Fellows with its varied activities and to brief them on Canadian policies. A dinner was given in honour of the Fellows on June 14 by Mr. Donald MacDonald, the Parliamentary Secretary to the Secretary of State for External Affairs.

Some Aspects of Canadian Treaty Law and Practice

IN the following article, after a brief opening section which outlines the actual functions of the Treaty Section of the Department of External Affairs, an attempt has been made to outline some of the more fundamental legal considerations which relate to the treaty-making power in Canada, as well as to the actual way in which Canadian treaties are negotiated and concluded.⁽¹⁾

The Treaty Section

The Treaty Section of the Department is a part of its Legal Division. For the past few years it has, in fact, been combined with the Economic Section of that Division, and the two sections have together been designated as the Treaty and Economic Section. It has been headed by Foreign Service Officers with legal training and experience.

The principal functions of the Treaty Section are, on the one hand, to provide legal advice, both within the Department and to the government service in general, on treaty law and, on the other hand, to take care of the actual 'nuts and bolts' of Canada's activities in the treaty field.

In its first role, the Treaty Section gives legal advice on the application of international treaty law, on the drafting of treaties and on their interpretation, and it ensures that constitutional questions that may arise out of their implementation are duly studied in close co-operation with the Department of Justice.

In its second role, the Treaty Section is responsible for the actual procedures relating to the making of treaties. This includes ensuring that the form of international agreements to be entered into by Canada conforms both to principles of international law and to Canadian practices. It also includes responsibility for the preparation of the formal instruments relating to the signature or ratification of international agreements (such as the treaty texts themselves, accessions and ratifications) and for the related submissions to the Governor-in-Council.

In co-operation with the Information Division, the Treaty Section is also responsible for publishing on an annual basis in the *Canada Treaty Series* the texts of those agreements which have come into force for Canada. In relation to this work, it also prepares for inclusion in *External Affairs* a statement regarding action taken during the previous month in respect to treaties to which Canada is a signatory or party. It is further responsible for ensuring the

(1) This article is based on lectures given by a former head of the Treaty Section to university students in the Ottawa area.

registration with the United Nations and certain of its Specialized Agencies, in accordance with the relevant provisions of the United Nations Charter and the constitutions of the Agencies involved, those treaties to which Canada becomes a party.

In the few cases where Canada has been designated as a depository of a treaty, ⁽²⁾ the Treaty Section carries out the obligations that role entails. These include providing certified copies of the text of the treaty to each of its signatories, receiving the instruments of ratification or accession from states becoming parties to the treaty and ensuring that they are in good and due form, and informing each individual signatory government through diplomatic channels of such ratifications or accessions.

Finally, one of the most important functions of the Treaty Section is the maintenance of up-to-date records of all pertinent information relating to the status of treaties affecting Canada. For every treaty to which Canada is or has been a party, records are maintained containing particulars with respect to the date and place of signature, the dates of tabling in, or approval by, Parliament, the dates of ratification, accession, entry into force and termination, its relation to other treaty instruments, details of such implementing legislation as might be required, judicial interpretations, and references to published texts. The maintenance of these records involves a constant and continuous collecting and controlling of data. It is carried out under the supervision of the Head of the Section by the Treaty Registrar and his assistants.

Turning now from questions of procedure to considerations of substance, it is proposed first of all to establish a definition for the word "treaty". Then, after discussing briefly the various kinds of treaties, it is proposed to examine the important role of the treaty-making process in the conduct of international affairs.

In its broadest sense a treaty is any agreement by which two or more states or international organizations create a relation between themselves operating within the sphere of international law. It should be noted in this definition that capacity is an essential element; the parties to a treaty must be subjects of international law. Treaties are thus to be distinguished from those other kinds of agreement (even though they too are contracted between states) that are, in fact, contracts, i.e., agreements concerning transactions of much the same character as those which private persons enter into and to which the parties agree to apply the internal law of a particular state rather than public international law.⁽³⁾ To put the matter simply, if, for example, Canada and the United States wished to conclude an agreement for the sale of surplus foodstuffs one to the other, they could do so by concluding a treaty (since they have the capacity), any legal dispute concerning which would have to be

(2) Canada has served as a depository for the Universal Postal Union and the North America Regional Broadcasting Agreement.

(3) Cf. McNAIR, *The Law of Treaties*, Pp. 35 and 52, and *American Journal of International Law*, Vol. 47, P. 53.

settled under public international law or they could, instead, enter into a contractual arrangement, which would be subject to the law of contract of a specified state or province.

As far as terminology is concerned, the word "treaty" is used today to refer to all those sorts of international agreement which meet the requirements already mentioned, regardless of their particular form. Aside from oral treaties (which are uncommon these days), bilateral treaties (between two countries) can be drawn up as:

- (i) Simple exchanges of third-person notes (which would begin, for example, "The United States Embassy presents its compliments to the Department of External Affairs . . ." or "The Department of External Affairs presents its compliments to the United States Embassy . . .").
- (ii) Exchanges of first-person notes (i.e., from the Secretary of State for External Affairs to a foreign ambassador or vice-versa, beginning "Excellency, I have the honour . . . etc.").
- (iii) Agreements concluded between governments (the preambles to which would normally read "The Government of Canada and the Government of 'X' . . ., desiring to conclude an Agreement with respect to _____, have agreed as follows ' . . . '").
- (iv) Agreements between heads of state and in the names of chief executives (a form which has become less common since the Second World War).

In the sphere of *multilateral treaties* (to which there are more than two parties), the form can also vary, as can the names by which such agreements are called. Such multilateral treaties have been in the past and are still referred to as "treaties", "agreements", "protocols", "conventions", etc. These differing types of multilateral treaty were once intentionally distinguished one from another and each kind was used for specific purposes, depending on the practice of the particular countries concerned. During the nineteenth century, however, these distinctions began to blur and today, when diplomatic relations are, on the whole, conducted with much less formality, there is a consensus that form, with regard to the conclusion of a treaty, is not of major importance. By far the greatest number of Canadian treaties today are done in the form of exchanges of first-person notes but, if the subject seems of sufficient importance, they may instead be drawn up as intergovernmental agreements.

In discussing treaties, it is important also to distinguish between a treaty as a legal relation binding in international law between the states party to it and a treaty as it may have effect in the constitutional or domestic law within each state party to it. This distinction is relevant both to the capacity to conclude treaties and to the capacity to implement treaties internally after having concluded them internationally. On the question of capacity, the International Law Commission draft articles on the law of treaties provide in Article 5(1) that "Every

state possesses capacity to conclude treaties” and in Article 43 that “A state may not invoke the fact that its consent to be bound by a treaty has been expressed in violation of a provision of its internal law regarding competence to conclude treaties as invalidating its consent unless that violation of its internal law was manifest”. Thus a treaty may be binding at the level of international law, i.e. with respect to the other state or states that are parties to it but, at the same time, be invalid in domestic law in that it does not, for example, comply with some constitutional requirement.

On the question of implementation, it is important to note that within a state the treaty-making power may rest with one organ of government, the executive, whereas the treaty-implementing power may rest with another, the legislature. Thus a treaty may be binding internationally but of no effect domestically because the necessary steps have not been taken under internal law to implement its provisions. This distinction is of particular importance for Canada, where the legislative power, frequently required to implement treaties, is divided between federal and provincial governments.

Treaty-Making Power in Canada

Canada has very few statutory provisions relating to the exercise of the treaty-making power, which is for the most part founded on constitutional custom. In Canada, as in the other members of the Commonwealth which have retained the monarchy, the treaty-making power is a part of the *royal prerogative*. Halsbury has defined the royal prerogative as follows:

That pre-eminence which the Sovereign enjoys over and above all other persons by virtue of the Common law, but out of its ordinary course, in right of her regal dignity, and comprehends all the special dignities, liberties, privileges, powers and royalties allowed by the Common law to the Crown of England.

McGregor Dawson discusses these prerogatives at length, but it will be sufficient for our purposes to mention only a few:

The power to do all acts of an international character, such as the declaration of war and neutrality, the conclusion of peace, *the making or denouncing of treaties* and the establishment or termination of diplomatic relations. ⁽⁴⁾

These prerogative powers with regard to Canada have been delegated by the Queen on the advice of the Canadian Cabinet, to the Governor General. Since the Letters Patent of 1947 were issued it has been possible for the Governor General to exercise any and all of the powers and authorities of the Crown in respect of Canada, personally, rather than in consultation with the Queen. ⁽⁵⁾

The changed position of the Governor General is explained in part in the following extract of a statement made by Prime Minister W. Mackenzie King in the House of Commons at the time:

(4) DAWSON, *The Government of Canada* (3rd ed., revised), P. 170.

(5) In practice, there are certain prerogative acts, such as the appointment of ambassadors abroad, on which the Sovereign is still personally consulted, and which still bear Her signature.

By the introductory words of Clause 2 of the new letters patent, the Governor General is authorized to exercise, on the advice of Canadian ministers, all of His Majesty's powers and authorities in respect of Canada. This does not limit the King's prerogatives. Nor does it necessitate any change in the present practice under which certain matters are submitted by the Canadian Government to the King personally. However, when the letters patent come into force, it will be legally possible for the Governor General, on the advice of Canadian ministers, to exercise any of these powers and authorities of the Crown in respect of Canada, without the necessity of a submission being made to His Majesty. The new powers and authorities conferred by this general clause include among others royal full powers for the signing of treaties, ratifications of treaties and the issuance of letters of credence for ambassadors.

There will be no legal necessity to alter existing practices. However, the Government of Canada will be in a position to determine, in any prerogative matter affecting Canada, whether the submission should go to His Majesty or to the Governor General. ⁽⁶⁾

In Canada today the Sovereign does not play any direct role in respect of the treaty-making power, which is exercised by the Governor General in Council, acting, normally, on the advice of the Secretary of State for External Affairs, who is the responsible minister under the Department of External Affairs Act (with some minor exceptions). In law, therefore, the negotiation and conclusion of a treaty by Canada is an act of the executive power, which unquestionably possesses the authority to enter into legally-binding agreements with foreign states and international organizations.

As a matter both of practice and policy, however, Canadian Governments for many years have ensured that treaties are brought to Parliament's attention in one way or another. This has generally been done by tabling the treaties in Parliament subsequent to their conclusion. Tabling usually takes place as soon as convenient after the opening of the annual session of Parliament, though circumstances may cause the Government to decide to table certain agreements at other times when Parliament is in session. Other treaties, the implementation of which requires the enactment of domestic legislation, will normally be brought to the attention of Parliament at the time such legislation is itself introduced. Current treaty action is also brought to the attention of Parliament by the periodical listing of all Orders-in-Council (including those authorizing the conclusion of international agreements, whether by signature or by signature and subsequent ratification), usually deposited in Parliament by the Prime Minister and in the Senate by the Government Leader. In addition, international agreements are notified to Parliament in the annual report of the Department of External Affairs. Finally, actual texts of almost all Canadian treaties are published by the Queen's Printer in the *Canada Treaty Series* for the year of their entry into force.

Aside from the foregoing, a practice has also grown up in Canada, based on a resolution introduced in the House of Commons on January 21, 1926, by Mackenzie King, ⁽⁷⁾ whereby, if the subject-matter of a particular treaty

⁽⁶⁾ Canada. House of Commons: Debates 1948, P. 1126.

⁽⁷⁾ The resolution of June 21, 1925, approving the recommendations of the 1923 Imperial Conference.

requiring ratification is considered to be of special importance, Parliament will be given an opportunity to approve it prior to its entry into force (which in the past was usually at the time of ratification). An analysis of past practice indicates that a joint resolution of the Senate and the House of Commons approving the treaty is normally sought, prior to ratification, whenever the international agreement in question involves:

- (a) military or economic sanctions;
- (b) large expenditures of public funds;
- (c) political considerations of a far-reaching character;
- (d) obligations, the performance of which will affect private rights in Canada.

In addition, where legislation of the Federal Parliament is required to implement the treaty, Parliamentary approval of its ratification is normally incorporated in the legislation.

Entry Into Force

Although a treaty may, by its own terms, come into force at any time, it is normally the act of signature, which in Canada is an executive act based on the royal prerogative, that binds the signatory states. However, some treaties, either because their terms so provide or because they have been signed "subject to ratification", require ratification before they become binding upon the parties in international law. In discussing ratification, it is important to note that the term is used in two quite different senses. In one sense, ratification may refer to a provision of internal law requiring approval by an internal body, usually the legislature, of the act of the executive in entering into a treaty. This is ratification on the domestic plane. The ratification with which we are concerned here, however, is that referred to in Article 2(1)(b) of the International Law Commission draft articles on the law of treaties, where the term is defined as "the international act whereby a state establishes on the international plane its consent to be bound by a treaty". The power of ratification is part of the royal prerogative, and is exercised in Canada by the executive by means of an Order-in-Council authorizing the Secretary of State for External Affairs to ratify the treaty in question. Normally, though not always, ratification is effected by delivery, to the other party in the case of a bilateral treaty and to the depositary government or agency in the case of a multilateral treaty, of an instrument of ratification signed by the Secretary of State for External Affairs pursuant to the Order-in-Council authorization referred to above.

The date on which a given treaty enters into force thus varies according to the intention of the parties and may be:

- (1) on ratification or a given period after that event,
or
- (2) if ratification is unnecessary,⁽⁸⁾ a treaty may come into force imme-

(8) It should be noted that only the more formal sorts of treaty are ratified. Thus treaties which are to be ratified are never drawn up in the form of exchange of notes.

diately or in a given period after signature, or

- (3) in the case of exchange of notes, normally on the date of the second note, or
- (4) in the case of a multilateral treaty, it may be upon ratification by a given number of states.

Adherence and acceptance are two other procedures in the treaty process which closely resemble ratification. They are the acts whereby (under either of which) a state becomes a party to a multilateral agreement which it has not previously signed. They are unilateral declarations drawn up in the form of an instrument issued (in our case, in the name of Canada) in the same manner as are instruments of ratification. The terms for adherence or acceptance are normally spelled out in the particular agreement.

Negotiation

Turning from the more theoretical aspects of the subject to the more practical side, it is proposed next to describe the actual procedures which the conclusion of a treaty between Canada and another country involves.

Obviously, the first event which takes place is the negotiation of the terms of the proposed treaty. By this is meant the examination by representatives of the two states of a matter of common interest, with the intention of drawing up an instrument, reflecting the terms upon which they have agreed, which will in due course have international legal effect.⁽⁹⁾ After the preliminary negotiators have finished their work, the draft text of the proposed treaty will be examined by legal officers in the Department of External Affairs to insure that it conforms with international as well as Canadian legal practices. It may also be necessary for them to consult the Department of Justice and the legal officers of whatever other government departments are concerned (depending on the subject-matter of the proposed treaty), to determine whether or not new legislation, or a modification of existing legislation, will be necessary to enable Canada to fulfill obligations under the treaty — in other words, to implement it. It is important to note here that in Canada (unlike, for instance, the United States) treaties are not part of the law of the land. They can normally be made so only by implementing legislation if and where that is necessary.

Signature

When the officials have finished their work, the Secretary of State for External Affairs recommends, sometimes jointly with one or more other ministers interested in the subject matter, either to Cabinet for its prior approval or direct to the Governor General in Council, for authorization by Order-in-Council, that a named individual be authorized to sign the treaty on behalf of

⁹⁾ If the subject is one which, in Canada, will, in whole or in part, have to be implemented by the provinces because its subject-matter falls under Section 92 of the BNA Act, they will naturally have to be consulted at some stage.

Canada. Once such Order-in-Council authorization is obtained, the Secretary of State for External Affairs, having gained the requisite authority, will then issue an instrument of *full powers*, which constitutes written evidence of the authority of the specified individual to sign the treaty on behalf of Canada. These full powers are never required by the Prime Minister, or the Secretary of State for External Affairs, if they sign themselves, and are not always required in other instances, since some states may decide to do without them. In Canada however, authorization to sign is always obtained, as a matter of practice, for all signatures of treaties. In the case of bilateral treaties (*i.e.* between two states) other than exchanges of notes, the full powers will be exchanged by the named individuals who are to sign on behalf of their governments, and they will then sign the treaty, which will have been bound and sealed in two original copies, one for each state.

In the case of multilateral treaties, the representatives usually are required by the treaty to deposit their full powers with the depositary state, which may be the host country to an international congress (*e.g.* Canada and the 1957 UPU Congress) or which may even be an agency of the United Nations. Only one original copy of a multilateral treaty is signed, and it is kept by the depositary, which sends certified copies of the treaty to all the contracting states.

Exchanges of Notes

In conclusion, since the most common sort of treaty which Canada enters into is the sort known as an exchange of notes, a few particulars on this kind of treaty follow. They are an informal type of treaty, and an analogy might be drawn between them and the notion of offer and acceptance in the law of contracts. After preliminary discussion and negotiation, one country sends a note to the other, normally in the first person form ("The Ambassador of 'X' presents his compliments to the Secretary of State for External Affairs, etc.") ending with the proposal that, if the conditions set out in the note are acceptable to the other state, the note and its reply should constitute an agreement on the matter at hand between the two states. The other state then replies, in a further note, that it agrees with the conditions of the first note and with the proposal that the two notes constitute an agreement between the two states. This is now the most frequent form of treaty entered into by Canada, and it should perhaps be emphasized that it has exactly the same legal effect as more formal types of international agreement. However, full powers are usually not required and, as has been mentioned earlier, such exchanges are not made subject to ratification.

Visit of Heads of State or their Representatives

HEADS of state or their representatives from 13 countries visited Canada at the invitation of the Governor General in the latter half of July and the first half of August.

Japan

Their Imperial Highnesses Prince and Princess Takamatsu visited Canada from July 6 to 16. Besides Ottawa and Montreal, they visited Vancouver and Edmonton.

Iceland

President Asgeirsson, accompanied by Foreign Minister Amil Jonsson, paid an official visit to Canada, starting in Ottawa on July 11. After attending ceremonies marking the national day of Iceland at Expo 67, the Icelandic Head of State visited Quebec City and Winnipeg.

Monaco

Prince Rainier and Princess Grace began their official visit to Canada in Ottawa on July 16. After participating in their country's national day celebrations at Expo 67, they were forced to cancel their scheduled visits to Quebec City and Victoria when Princess Grace became ill.

Tanzania

Second Vice-President Kawawa represented his Head of State on an official visit to Canada starting July 18. Mr. Kawawa, accompanied by the Honourable Paul Bomani, Minister of Commerce and Co-operatives, and Brigadier Sarakikya, Chief of Tanzanian Defence Forces, were the guests of C.F.B. Borden before leaving for Tanzania on July 22.

France

The President of the Republic of France and Mme de Gaulle, accompanied by the French Foreign Minister, M. Couve de Murville, paid an official visit to Canada starting at Quebec City on July 23. They also visited Montreal on July 25 and took part in the celebration of France's national day at Expo 67.

Cuba

Marcello Fernandez Font, Minister of Foreign Trade, accompanied by José Gobel, Minister of Education, arrived in Ottawa on July 24. After attending their country's national day at Expo 67, the Cuban party flew to Winnipeg for a private visit to the Pan-American Games before returning to Cuba on July 30.

Switzerland

Vice-President Spühler represented the President of the Swiss Confederation in Canada from July 30 to August 4, visiting Quebec City and Victoria in addition to Ottawa and Montreal.

Venezuela

Dr. José Antonio Mayobre, Minister of Mines and Hydro-carbons, began his official visit to Canada on July 31 in Ottawa. After attending the ceremony marking his country's national day at Expo 67, he visited Quebec City before leaving for Venezuela.

Jamaica

Prime Minister Shearer, accompanied by the Honourable E. Seeaga, Minister of Finance, Development and Welfare, the Honourable L. Newland, Minister of Labour and National Insurance, and the Honourable J. Gyles, Minister of Agriculture and Lands, paid an official visit to Canada between August 1 and 5, visiting Quebec City in addition to Ottawa and Montreal.

Gabon

The Minister of National Economy, Commerce and Mines, Pierre Mebaleky represented his country's Head of State in Canada from August 3 to 9, visiting Ottawa, Montreal and Quebec City.

Morocco

Ahmed Senoussi, Minister of Information for Morocco, represented King Hassan II from August 7 to 12, visiting Quebec City in addition to Ottawa and Montreal.

Rwanda

President Grégoire Kayibanda, accompanied by the Honourable T. Bagaragaza, Minister of International Co-operation and of Planning, the Honourable L. Mpakaniye, Minister of Education, the Honourable F. Minani, Minister of Information and Tourism, and the Honourable J. Ndwaniye, Vice-President of the National Assembly, paid an official visit to Canada between August 8 and 13. Besides Ottawa and Montreal, the President and his party visited Quebec City.

Chad

On August 11, His Excellency Boukar Abdoul, Ambassador of the Republic of Chad accredited to Canada from Washington, attended the celebrations marking his country's national day at Expo 67.

FORTHCOMING CONFERENCES

- UNCTAD, fifth session of the Trade and Development Board: Geneva, August 15 — September 8
- International Congress of the International Federation for Housing and Planning: Berlin, August 27 — September 2
- Pugwash Conference, seventeenth session: Ronneby, Sweden, September 2-8
- Pan-American Institute of Geography and History: Ottawa, September 11-16
- Conference of Photo-Maps and Orthophoto Maps: Ottawa, September 18-22
- UN General Assembly, twenty-second session: New York, September 19
- Board of Governors meeting on the IBRD, IDA, and IMF: Rio de Janeiro, September 25-29
- UNHR Executive Committee, eighteenth session: Geneva, October 30 — November 7
- International Symposium on Industrial Development: Athens, November 29 — December 20
- Commission on Narcotic Drugs, twenty-second session: Geneva, December 4-20

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Miss G. Buerkle posted from Ottawa to the Office of the High Commissioner for Canada, Singapore, effective July 14, 1967.
- Mr. J. M. Dery posted from Ottawa to the Office of the High Commissioner for Canada, Accra, effective July 14, 1967.
- Mr. D. A. Anderson posted from Language School, Hong Kong, to Ottawa, effective July 17, 1967.
- Mr. D. Molgat posted from Ottawa to the Office of the High Commissioner for Canada, Rawalpindi, effective July 19, 1967.
- Mr. C. E. Glover posted from Ottawa to the Canadian Embassy, Rio de Janeiro, effective July 21, 1967.
- Mr. K. Harley posted from Ottawa to the Office of the High Commissioner for Canada, Nicosia, effective July 22, 1967.
- Mrs. A. Waterman posted from Ottawa to the Canadian Embassy, Athens, effective July 22, 1967.
- Mr. M. H. Coleman posted from Ottawa to the Canadian Embassy, Rome, effective July 24, 1967.
- Mr. A. R. Wright posted from the Office of the High Commissioner for Canada, Kuala Lumpur, to the Office of the High Commissioner for Canada, Bangkok, effective July 24, 1967.
- Mr. G. Longmuir posted from Ottawa to the Canadian Commission to the International Commission for Supervision and Control in Vietnam, effective July 25, 1967.
- Mr. A. Bernier posted from Geneva (GATT) to Geneva (Disarmament) effective July 26, 1967.
- Mr. A. D. Rowe posted from the Canadian Embassy, Beirut, to the Canadian Embassy, Havana, effective July 26, 1967.

- Mr. J. R. Hammill posted from Ottawa to the Canadian Embassy, Tokyo, effective July 28, 1967.
- Mr. R. Robertson posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York, effective July 29, 1967.
- Miss M. L. Reid posted from Ottawa to the Canadian Consulate, Milan, effective July 30, 1967.
- Mr. D. L. B. Hamlin posted from the Canadian Embassy, Kinshasa, to the Canadian Embassy, Brussels, effective July 31, 1967.
- Mr. F. Pillarella appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 31, 1967.
- Mr. R. H. Gregson appointed to the Department of External Affairs as Financial Administrator 1, effective August 1, 1967.
- Mr. J. R. Barker posted from NDC Kingston to Ottawa, effective August 3, 1967.
- Mr. R. H. N. Roberts posted from the Canadian Embassy, Berne, to Ottawa, effective August 4, 1967.
- Mr. P. L. McKellar posted from Ottawa to the Canadian Embassy, Paris, effective August 12, 1967.
- Mr. T. P. Malone Canadian Ambassador to Iran and Iraq, appointed Canadian High Commissioner to Nigeria, effective August 13, 1967.
- Mr. J. O. Parry posted from Ottawa to the Canadian Embassy, Vienna, effective August 13, 1967.
- Mr. S. Grey posted from Paris (NAC) to the Canadian Embassy, Athens, effective August 14, 1967.
- Mr. D. C. Reece posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi, effective August 16, 1967.
- Mr. M. H. Hebert posted from the Canadian Embassy, Athens, to Ottawa, effective August 18, 1967.
- Mr. L. McGovern posted from the Canadian Embassy, Tehran, to the Canadian Consulate General, New York, effective August 20, 1967.
- Mr. J. A. Sims appointed to the Department of External Affairs as External Affairs Officer 2, effective August 21, 1967.
- Mr. R. K. Henry posted from the Office of the High Commissioner for Canada, London, to the Canadian Embassy, Washington, effective August 21, 1967.
- Mr. D. H. Tucker posted from Ottawa to the Office of the High Commissioner for Canada, Port-of-Spain, effective August 22, 1967.
- Mr. H. S. Sterling posted from Ottawa to the Canadian Embassy, Havana, effective August 25, 1967.
- Mr. W. M. Wood posted from the Canadian Commission to the International Commission for Supervision and Control in Vietnam to the Canadian Embassy Paris, effective August 29, 1967.

EXTERNAL AFFAIRS

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The United Nations General Assembly

TWENTY-SECOND SESSION

ON September 19, 1967, representatives of the 122 member states of the United Nations met in New York for the opening of the twenty-second regular session of the General Assembly. The head of Afghanistan's delegation (the president of last year's session), opened the proceedings and, after a few remarks, members rose for a moment of silent prayer or meditation. He then proceeded to appoint the Credentials Committee, which examined the credentials of the delegations.

By secret ballot, the Assembly elected Foreign Minister Corneliu Manescu of Romania as the president of the twenty-second session.

The next step was the election of the 17 vice-presidents, who included, in addition to the five permanent members of the Security Council, seven vice-presidents from Africa and Asia, three from Latin America and two from the Western Europe and Others group. Eastern European countries did not have a vice-president named, since they provided the president this session. In addition to the permanent members of the Security Council, the following countries were elected:

Africa and Asia:	Nepal, Laos, Libya, Jordan, Sudan, Tanzania, Dahomey
Latin America:	Nicaragua, Dominican Republic, Ecuador
Western Europe and Others	Iceland, Australia

The seven main committees of the whole then met consecutively to elect their chairmen. The following were elected:

First Committee	— political and security questions, including disarmament, Ismail Fahmy, United Arab Republic
Special Political Committee	— shares the work of the First Committee, Humberto Lopez Villamil (Honduras)
Second Committee	— economic questions, Jorge Pablo Fernandini (Paraguay)
Third Committee	— social, humanitarian and cultural questions, Mrs. Mara Radic (Yugoslavia)
Fourth Committee	— colonial and trusteeship questions, George E. Tomeh (Syria)
Fifth Committee	— administrative and budgetary questions, Harry L. Morris (Liberia)

The president, the vice-presidents and the seven committee chairmen form the General Committee, whose function is to make recommendations to the Assembly on the adoption of the provisional agenda and the assignment of agenda items to the main committees, and subsequently to supervise and co-ordinate the work of the Assembly.

In addition to the seven main committees, the Assembly has established two standing committees — the Advisory Committee on Administrative and Budgetary Questions and the Committee on Contributions, as well as a number of other standing subsidiary and special bodies, all of which deal with specific or recurrent problems.

After the Assembly has adopted the agenda, it holds a general debate, lasting normally about three weeks. During this period heads of delegations deliver policy statements explaining the attitudes of their respective governments on the subjects placed before the Assembly and emphasizing those matters which their countries consider to be of the greatest importance.

Towards the beginning of October, the seven main committees meet to elect their vice-chairmen and rapporteurs and to decide the order of business.

After a Committee has concluded its consideration of an agenda item, it recommends a resolution or some other course of action through the medium of the rapporteur's report to a plenary meeting of the Assembly. Plenary meetings are called from time to time to deal with the agenda items assigned exclusively to plenary or to consider the reports of the committee rapporteurs. In practice, very few committee decisions are reversed by plenary. However, this may happen when the membership is almost equally divided on specific issues, since a resolution in committee needs only a simple majority for adoption, whereas the Charter requires a two-thirds majority in plenary meetings on all matters of importance.⁽¹⁾

Consideration of an agenda item usually begins with a general debate on all facets of the problem, which will last, depending on the item, from a few hours to two or three weeks. During this debate, ideas crystallize and draft resolutions and amendments to these resolutions are tabled by various delegations and finally voted on. Basically, there are three ways in which a resolution may be adopted: If the presiding officer is convinced that all the member states are in favour of a resolution, he may simply announce that, unless he hears objections, the resolution will be considered as adopted unanimously. If this is not the case, delegations may signify their approval, rejection or abstention by a show-of-hands vote (a procedure under which only the total number of votes in favour, against or abstaining are recorded) or by a roll-call vote, in which each delegation casts its vote orally and has it recorded in the records of

1) See Article 18 of the Charter.

proceedings. Since voting sometimes gives rise to procedural issues, observers may find it helpful to read beforehand the Rules of Procedure of the Assembly.

A great variety of United Nations documents are available during a session and must be studied carefully in order to follow effectively the work of the Assembly. The Permanent Mission of Canada in New York has prepared a guide to these documents to assist delegates in obtaining material they require. Moreover, the *Journal* is published every day; it indicates the time and place of committee meetings, briefly summarizes the previous day's proceedings, and announces the publication of new documents. A verbatim record of proceedings in plenary and in the First Committee, summary records of proceedings in all committees, studies of the subjects under discussion, draft resolutions, rapporteurs' reports and other documents can usually be obtained from the documents officer in charge of the committee concerned.

Since there are over 90 items on the final agenda of this Assembly, it is not possible to give here a detailed background for each one. The most important are mentioned below, but the reader should remember that many items have a long history, the complete understanding of which would require many hours of study.

Plenary Items

Elections to the Security Council

The Security Council has 15 members. The Council consists of the five permanent members (China, France, Britain, the U.S.A. and the U.S.S.R.) and ten non-permanent members. These non-permanent members are elected from four geographical regions, five being elected each year for two-year terms. The following table shows declared candidates for office at the time of writing:

	Seats of Region	No. of Vacancies	Candidates
Africa and Asia	5	3	Pakistan Cyprus Algeria Senegal
Eastern Europe	1	1	Hungary
Latin America	2	1	Paraguay
Western Europe and Others (including Canada)	2	0	—

Elections to Economic and Social Council

Canada will cease to be a member of ECOSOC at the end of 1967. At the twentieth session (1965), nine new seats were added to the original 18, so that ECOSOC now consists of 27 members. The new seats are formally allocated

as follows: seven to Africa and Asia, one to Latin America and one to the Western Europe and Others group (including Canada).

The following table shows the vacancies for each region, with known or likely candidates (the customary pattern of distribution for the original seats has been combined with the formal regional allocations of the new seats):

	No. of Seats	No. of Vacancies	Candidates
Great powers (Britain, France, U.S.A., U.S.S.R.)	4	1	U.S.A.
Africa and Asia	12	5	India Japan
Latin America	5	1	
Western Europe and Others	4	1	Ireland
Eastern Europe	2	1	Bulgaria

Election to Commission of International Trade Law

This item results from a Hungarian proposal considered last year by the Sixth Committee as the "Progressive Development of the Law of International Trade". A Hungarian study paper, supplemented by a Secretariat paper on the background to the subject and results of efforts by regional and international bodies to codify and promote private law in the field of international trade, resulted in a decision last year by the Assembly to establish a UN commission to promote the progressive harmonization and unification of the law of international trade. The Commission consists of 29 states, balanced geographically and legally; the first elections to it will be held during the twenty-second session. Thereafter, the Commission will hold one regular meeting a year, alternating between New York and Geneva.

Chinese Representation

The substantive issue in the question of Chinese representation is whether the Communist Chinese or the Nationalist Chinese should represent China in the United Nations. Some delegations, including the Soviet bloc, have argued that the credentials of the representatives of the People's Republic of China should be accepted and those of the representatives of Nationalist China rejected. Others, including the United States, maintain that the essential issue involved is the question of qualifications for United Nations membership and that Communist China lacks these qualifications. The attitudes of other member states vary between these two poles. In 1961, the General Assembly decided that the question of Chinese representation was an "important question," which meant that any resolution on the substance of the issue required a two-thirds majority to be adopted. This decision was reaffirmed in 1965. However, since the decision on the "important question" issue is considered to be procedural and

procedural matters are settled by a simple majority, it is possible that the decision could be reversed.

Up to 1965, Canada opposed "Albanian-type" resolutions which, in effect, called for the expulsion of Nationalist China and its replacement by Peking. At the twenty-first session, the Canadian Delegation proposed that both Chinese governments should participate in the Assembly, representing the territories over which they exercised effective jurisdiction, and that the Peking Government should hold the Chinese seat on the Council. The Canadian Delegation then abstained on the "Albanian" resolution because it felt that an abstention would best reflect Canadian rejection of both the existing situation and the resolution.

Report of Special Committee of Twenty-Four on Colonialism

The Special Committee of Twenty-four has the task of supervising the implementation of the Colonial Declaration of December 1960, which proclaimed the necessity of bringing to an end colonialism in all its forms and manifestations. The Committee meets almost continuously in the intervals between Assembly sessions. This year the Assembly will consider recommendations of the Special Committee on a variety of colonial territories, including Rhodesia, Aden, Equatorial Guinea, Gibraltar, the Falkland Islands, the Portuguese territories, Oman, Fiji, Nauru and New Guinea. These territories differ widely in their political and economic development and each presents special problems. The recommendations of the Special Committee of Twenty-four are generally dealt with by the Fourth Committee.

Middle East

The fifth emergency special session of the General Assembly reconvened the day before the opening of the twenty-second regular session to dissolve itself. The question of the war in the Middle East and its consequences will undoubtedly be discussed during the twenty-second session, either in plenary session or in the First Committee, but it is too early to predict the substance or course of the debate. It will, nonetheless, be one of the major items discussed during the session.

First Committee

Disarmament and Arms Control

There are five disarmament items on the agenda of the twenty-second session: non-proliferation of nuclear weapons (Item 28), general and complete disarmament (Item 29), suspension of nuclear testing (Item 30), elimination of foreign military bases (Item 31) and the Treaty for the Prohibition of Nuclear Weapons in Latin America (Item 92).

The dominant question is likely to be the non-proliferation treaty, a joint U.S.-Soviet draft having already been tabled in the Eighteen-Nation Disarmament Committee in Geneva. The preliminary Geneva discussions of the draft will

probably be continued in spirited fashion in the wider forum of the Assembly. The American and Soviet co-sponsors may attempt to obtain a consensus in support of it, although several countries have expressed reservations. Canada gives high priority to a treaty and believes the present draft provides an appropriate basis for negotiation. An initiative of Pakistan last year to convene a special conference of non-nuclear states in 1968 to discuss, among other things, non-proliferation will be further considered and a preparatory committee will report on organizational arrangements.

Discussion of general disarmament as such will be cursory, since non-proliferation has monopolized most of the time of the ENDC since the last session and the Committee will not be able to report any progress. However, a UN study of nuclear weapons commissioned by the twenty-first session will be presented and undoubtedly accepted by the Assembly. As Canada was a co-sponsor of the initiative and a Canadian expert participated in the study group, Canada will possibly be co-sponsoring a resolution on this matter.

The ENDC has given some attention to a comprehensive test ban and Sweden has been active in efforts to break the U.S.-U.S.S.R. deadlock over the question of verification of the ban by on-site inspection. Since differences on the necessity of on-site inspection are far from being reconciled, it is unlikely that the Assembly will be able to agree to do anything more than to refer the question back to the Geneva Committee. Sweden may, however, attempt to gain the support of the nuclear powers for its proposal for the international exchange and study of seismic data as an aid to verification, a project with which Canada has been directly associated.

The elimination of foreign bases has been inscribed on the agenda only because a resolution of the twenty-first session called for it. However, it has not been discussed by the ENDC and it is unlikely that the Communist states responsible for this blatant anti-Western propaganda initiative will want to press again this year, for fear of complicating negotiations on the non-proliferation treaty. Consequently, it may be postponed by the usual reference procedure or quickly dispensed with.

The treaty creating a nuclear-free zone in Latin America and the Caribbean was signed in Mexico City early this year. While there are important differences between signatories over its interpretation and implementation, which will reduce the general effectiveness of the treaty, broad endorsement by the Assembly can be expected. Canada considers the treaty a useful accomplishment.

Outer Space

The 28-member Committee on the Peaceful Uses of Outer Space, on which Canada has served since its formation in 1959, is required to report to the General Assembly on present and potential activities and resources of the United Nations relating to the peaceful uses of outer space, to investigate areas of possible international co-operation under United Nations auspices, and to explore

the nature of legal problems that might arise in the exploration and use of outer space. The Committee functions through a Scientific and Technical Sub-Committee (which held its fifth session in New York in August) and a Legal Sub-Committee (which held its sixth session in Geneva in July). The reports of the sub-committees and of the working group set up to study the need, feasibility and implementation of a navigation services satellite system (which held its first session in New York in July) will be considered by the full Committee in September and then by the General Assembly at the twenty-second session. The full Committee and the Assembly will also review the preparations for the International Outer Space Conference to be held in Vienna in August of 1968.

Special Political Committee

Peace-Keeping

At the twenty-first session the General Assembly decided to refer the report on peace-keeping of the Special Political Committee to the fifth special session without taking any final decision on the resolution, co-sponsored by Canada and six other countries, which had been approved in committee. This resolution would have achieved some progress on financing and preparations for peace-keeping without prejudice to the different views held by the great powers on various aspects of peace-keeping. In separate working groups set up this spring to discuss the financing and preparations of peace-keeping, the Special Committee on Peacekeeping Operations (Committee of 33), of which Canada is a member, examined a number of proposals in a more business-like manner than at any time since its establishment in February 1965. Since it was still not possible, however, to reach agreement on specific guide-lines for future peacekeeping operations, in May the fifth special session of the General Assembly requested the Committee of 33 to continue its review of specific proposals and to make a progress report to the twenty-second session.

The withdrawal of the United Nations Emergency Force in the Middle East (UNEF) and the continuing problems created by the recent Arab-Israeli conflict have, however, so preoccupied member states that the Committee of 33 will not meet again until some time in September.

The Committee will not have sufficient time to resolve outstanding differences and, accordingly, it appears likely that its report to the twenty-second session will be procedural rather than substantive.

Effects of Atomic Radiation

The 15-member United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR), of which Canada is a member, was established by the General Assembly at its tenth session to collect, study and disseminate information on the effects of atomic radiation on man and his environment. The Committee, after holding its tenth session in Geneva from August 28 to September 8 of this

year, will submit its yearly report to the General Assembly at the twenty-second session. Comprehensive reports were prepared in 1958, 1962, 1964 and 1966, and the next will be prepared in 1968.

Apartheid

The *apartheid* policies of the Government of South Africa are deplored and condemned by almost all members of the Assembly. There is, however, a wide divergence of views on the best means of bringing pressure to bear on South Africa to change its policies. Many members from Africa and Asia would like to impose economic and other sanctions against South Africa and expel that country from the United Nations if it continues to disregard resolutions calling on it to abandon its discriminatory policies. Others, including Canada, have argued that sanctions are the prerogative of the Security Council and, in any event, should be examined most carefully before any decision is taken to apply them. In the Canadian view, any move to expel South Africa from the United Nations must be examined in the light of the United Nations' ability to influence South African policies. If South Africa is outside the United Nations, such influence may be diminished.

United Nations Relief and Works Agency for Palestine Refugees

This agency was set up in 1950 to provide relief for and facilitate the rehabilitation of the Arab refugees who had lost their homes and means of livelihood during the hostilities that accompanied the establishment of the state of Israel in 1948. The refugee population has been rising steadily, and, at the outbreak of the recent war in the Middle East, UNRWA was providing rations or full services (including education) to nearly 1.2 million refugees. Its budget for 1966-67 amounted to less than \$40 million, made up of voluntary contributions from governments, United Nations agencies and private associations and individuals. The principal contributing governments have been the United States, Britain, Canada, Sweden, France, Australia and New Zealand. The recent war has added immensely to UNRWA's difficulties. Over 100,000 refugees registered with UNRWA have fled from the territory occupied by Israel to other locations. Their numbers have been swollen by 210,000 residents of these areas who were not previously classified as refugees; and, for the first time, UNRWA with the co-operation of host governments is caring for refugees in territory held by Israel as well as in Arab lands. At the coming session, discussion of the Agency's work will focus on how to deal with these new problems. The Arab states and Israel can be expected to reiterate their established positions on both the refugee problem and the whole Palestine question.

Second Committee

The Second Committee is one of the General Assembly's seven main committees and is the body in which matters of trade, aid and economic

development are considered before being forwarded to plenary for approval. In view of the increasing attention being given within the United Nations to the problems of the economic development of the developing countries, the Second Committee has become one of the Assembly's more important committees. It considers the reports of the Economic and Social Council (ECOSOC), the United Nations Development Programme (UNDP) and the Trade and Development Board of the United Nations Conference on Trade and Development (UNCTAD). In 1967, the emphasis will probably continue to be on financing economic development in the developing countries, on preparations for the second UNCTAD meeting and on plans for a second development decade.

The 27-member Economic and Social Council (ECOSOC) not only serves as an executive body for economic, social and human rights activities of the United Nations system but provides a forum for discussion of the broad issues and policies and acts as preparatory body for the General Assembly in considering these questions. At its sessions in 1967, the Council devoted particular attention to items related to the problems of food production, population, economic planning and the Development Decade. In addition, the Council adopted resolutions designed to provide an impetus to international programmes to increase the rate of economic development and to improve administrative procedures and co-ordination machinery in the United Nations system. Canada has been a member of ECOSOC since 1965. Elections will be held during this session to replace the eight members (including Canada) of the Council whose term of office expires at the end of this year.

Established in 1964 as an organ of the Assembly, with its own Secretary-General and Secretariat in Geneva, the United Nations Conference on Trade and Development (UNCTAD) is concerned with the trade and development problems of the developing countries. The first session of UNCTAD was held in Geneva in 1964 and a second is to be held in New Delhi from February 1 to March 25, 1968. Although preparations for the second meeting have already been discussed in ECOSOC and by UNCTAD's Trade and Development Board, it is probable that this subject will be prominent in debates of the Second Committee in view of the importance which the New Delhi meeting will have as a forum for the review of the work of UNCTAD to date, for the discussion of new means to promote economic development and for charting the future course of the organization.

The financing of economic development will probably again be a major item of discussion, including such questions as the volume and terms of aid, the problem of indebtedness and the promotion of the flow of private capital. The forty-third session of ECOSOC adopted a resolution requesting members of the International Development Association (IDA) to treat the replenishment of its resources as a matter of priority. Although the Committee's list of agenda does not include a separate item on trade, discussion of this subject is possible since the developing countries are pressing for improved access for their products

in the markets of the industrialized countries, and other measures to expand their share of international trade. These questions will also be discussed at the second UNCTAD.

The United Nations Industrial Development Organization (UNIDO) was recently established to promote industrialization in the developing countries, particularly in the manufacturing sector. As an organ of the General Assembly, with its own Executive Director and Secretariat located in Vienna, UNIDO was created to play a central role in reviewing and promoting the co-ordination of activities in the United Nations system in the field of industrial development. Canada is a member of UNIDO's principal organ, the 45-member Industrial Development Board, which held its first session earlier this year and adopted guide-lines to govern the Organization's activities and called for the holding of a pledging conference in 1968. UNIDO is currently scheduling an International Symposium for Industrial Development in Athens from November 30 to December 20, at which over 800 delegates, governmental and private, are expected to participate.

Other significant items on the Second Committee's agenda include the question of the planning of international development efforts for the 1970s. The developing countries are likely to reiterate their growing dissatisfaction with their diminishing share of international trade and the failure to achieve the targets recommended for the provision of assistance and for economic growth in the current Development Decade. The Committee will also consider a report on regional development and the Secretary-General's report on multilateral food aid, which outlines the progress being made on a study of measures required for large-scale international action to combat hunger. The items on population growth and the question of the provision of resources for the United Nations Capital Development Fund (UNCDF), which the Assembly decided to establish in 1966, are also likely to receive close scrutiny at this session.

Third Committee

The Third Committee considers human rights and social questions. Much of its work is generated by four of the seven Functional Commissions of ECOSOC: the Commission for Social Development, the Commission on Human Rights, the Commission on the Status of Women, and the Commission on Narcotic Drugs. Resolutions and recommendations from these Commissions must first have the approval of the Economic and Social Council, to which they report. Having obtained ECOSOC endorsement, such resolutions are passed to the General Assembly, where they are considered in the Third Committee. The Committee also deals with the United Nations High Commissioner for Refugees (UNHCR), and some aspects of the work of ECOSOC.

International Declarations and Conventions

One of the most important aspects of the work of the Third Committee is the consideration and approval of international conventions in the human rights field. In past years, for example, the Committee has considered, and the General Assembly has adopted, an International Convention on the Elimination of All Forms of Racial Discrimination, an International Covenant on Economic, Social and Cultural Rights, and an International Covenant on Civil and Political Rights.

At this session the Committee will continue consideration of a draft declaration and a draft convention on freedom of information. It will also consider, in depth, a draft convention on the elimination of all forms of religious intolerance. This draft has been considered by the Human Rights Commission and by ECOSOC, and is considered an important step in the composition of international legislation designed to give effect to the principles embodied in the Universal Declaration of Human Rights adopted by the General Assembly in 1948. As has been the case with other important international conventions adopted in the field of human rights in recent years, the draft convention on religious intolerance contains appropriate provisions for the implementation of the convention. In discussion of implementation measures, Canada has consistently supported strong measures designed to implement the provisions of international treaties in the human rights field, to which member states bind themselves.

Others believe, however, that such implementation procedures must be consistent with the full protection of national sovereignty. The result, in previous instances, has been a compromise designed to achieve, to the greatest extent possible, both these goals, and it is anticipated that this will again be the case when the convention is considered in the Third Committee.

This year as well, the Committee will consider a draft declaration on the elimination of discrimination against women. This item has been under consideration for some years, and the General Assembly last year expressed the hope that it would receive careful and priority attention at this Assembly. The Committee will also consider a draft convention that would provide that no statutory limitations shall apply to war crimes and crimes against humanity, irrespective of the date of the commission of such crimes.

United Nations High Commissioner for Human Rights

After study by a special group, the Commission on Human Rights has recommended that there should be established an office of the United Nations High Commissioner for Human Rights, and ECOSOC has transmitted the recommendation to the General Assembly. It is Canada's view, as it is the view of many nations, that the institution of a High Commissioner would be the logical and natural consequence of the multiplicity of international instruments in the realm of human rights. The resolution adopted by the Commission on Human Rights envisages the High Commissioner as having four functions: (1) If

requested to do so, he would give advice and assistance to any of the organs of the United Nations or its Specialized Agencies which are concerned with human rights, and he would be required to maintain close relations with such organs. (2) If requested to do so, he would render assistance and services to any member state and, with the consent of the state concerned, submit a report on such assistance and services. (3) He would have access to communications concerning human rights addressed to the United Nations. When it was deemed appropriate, he could bring such a communication to the attention of the government to which it referred. (4) Finally, he would be required to "report to the General Assembly, through the Economic and Social Council, on developments in the field of human rights, including his observations on the implementation of the relevant declarations and instruments adopted by the United Nations and the Specialized Agencies, and on his evaluation of the significant progress and problems". His report would be considered as a separate item on the agenda of the General Assembly, ECOSOC and the Commission on Human Rights. Canada supports the creation of this post because it is felt that a High Commissioner would help prevent overlapping and confusion and assist in the co-ordination of the myriad activities carried on in the United Nations system to advance the cause of human rights. It is expected that consideration of this item will be lengthy, and that the decision of the Assembly will have an important bearing upon future UN human rights activities.

Other Items

The Third Committee will consider the report of the United Nations High Commissioner for Refugees, portions of the report of ECOSOC, and the report of the Preparatory Committee for the International Conference on Human Rights, which is to be held in 1968. In addition, the Committee will consider questions of violations of human rights and fundamental freedoms and the implementation of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination. Finally, the Committee will devote considerable attention to the world social situation and, in this connection, will consider a report by the Secretary-General on the world social situation and the progress being made in composing a draft declaration on social development.

Fourth Committee

The Fourth Committee handles colonial questions. In the past few years, the pressure for rapid advance to self-government and independence has been so great that a number of colonial items have been assigned to plenary. Thus it is possible to have a debate on, say, Rhodesia proceeding in the Fourth Committee while plenary is discussing the report of the Special Committee of Twenty-Four on Colonialism. However, the Fourth Committee remains the focal point of the anti-colonial movement in the United Nations.

Basically, the aim of the work of the Fourth Committee is to encourage the speedy political development of the remaining colonial territories. Three classes of colonial territory come within its field of responsibility:

(a) *Non-Self-Governing Territories*. There are some 50 of these, ranging from Angola and Mozambique to small island dependencies like St. Helena and the Falkland Islands.

(b) *Trust Territories*. Only three territories remain under the trusteeship agreements negotiated after the Second World War: Nauru, Australian New Guinea and the Trust Territory of the Pacific Islands, administered by the U.S.A. Their administration is supervised by the Trusteeship Council, which reports annually to the General Assembly.

(c) *The Territory of South West Africa*.⁽¹⁾ The hard-core colonial problems that will come before the Fourth Committee at this session can be narrowed to three: Rhodesia, the Portuguese territories in Africa, and South West Africa. In these territories power is in the hands of a minority of European settlers, and the Africans, who constitute the overwhelming majority of the population, are still deprived of many basic political rights.

South West Africa

South West Africa was the only mandated territory not placed under UN trusteeship after the world organization was established. Since then, repeated attempts to bring South Africa to acknowledge that it is answerable to the UN for the territory have failed, culminating in the refusal, in mid-1966, by the International Court of Justice to render a judgment on the issue. At the twenty-first session, the General Assembly decided that the mandate under which South Africa administered South West Africa was terminated, and that henceforth, the United Nations would exercise direct responsibility for the territory. At its fifth special session in April-June 1967, the General Assembly established an 11-member UN council to administer the territory and lead it to independence. There will be demands at the twenty-second session for strong measures, such as economic sanctions, to bring about South African co-operation with the Council and withdrawal from the territory.

Rhodesia

Since Southern Rhodesia's unilateral declaration of independence on November 11, 1965, there has been a sustained effort on the part of the UN to put an end to the rebellion. On December 16, 1966, the Security Council adopted a number of selected mandatory sanctions designed to cripple the Rhodesian economy and in this way to bring about the downfall of the illegal régime. Since the régime continues in power, there will be demands to make the sanctions more effective by extending them to all Rhodesian trade. There may also be

(1) See below.

pressure on Britain to use force to end the rebellion and demands that sanctions be extended to South Africa, which has not been applying them to Rhodesia.

Portuguese Territories

The Fourth Committee is likely to adopt further recommendations seeking to persuade Portugal to accept the principle of self-determination and to co-operate with the United Nations in preparing the peoples of Angola, Mozambique, etc., for eventual self-government and independence. In addition, the African states may try to strengthen these recommendations and to isolate Portugal further by bringing in resolutions calling for various forms of economic sanction against Portugal as well as a ban on military and technical assistance.

Fifth Committee

Among the principal items to be considered by the Fifth Committee, which deals with administrative and budgetary questions, will be the following:

Implementation of Recommendations of Ad Hoc Committee of Financial Experts

At the twenty-first session, the General Assembly unanimously adopted a resolution approving the recommendations for administrative and budgetary innovations contained in the second report of the Ad Hoc Committee of 14 Financial Experts, which had been established at the twentieth session on the initiative of France. The resolution urged that the recommendations be given the most attentive consideration by member states and United Nations organs and related bodies with a view to their earliest implementation, and requested the Secretary-General to submit to the twenty-second session a progress report on implementation in the United Nations and the Specialized Agencies. As one of the 14 countries which was represented on the Ad Hoc Committee, Canada will study with interest the Secretary-General's progress report. At the twenty-second session of the General Assembly and in the individual organs and bodies of the UN "family", Canada will continue to press for the effective implementation of the Ad Hoc Committee's recommendations for improved methods of budget preparation and presentation, inspection and control, better administration, long-term planning and evaluation and, basic to all recommendations, the most efficient employment of available resources for the vital work of human, social and economic development.

Approval of 1968 Budget Estimates

After approving the financial accounts of the United Nations for the 1966 financial year and any supplementary estimates required for 1967, the Fifth Committee will be called upon to approve the budget estimates for the 1968 financial year, aided by the report of the Advisory Committee on Administrative

and Budgetary Questions (ACABQ). The gross expenditures proposed by the Secretary-General in the 1968 estimates are \$141,619,300 (U.S.), which is an increase of \$12,382,370 (9.58 per cent) over the total appropriated for 1967. After deducting estimated income, the net expenditures proposed for 1968 amount to \$117,682,600, which is slightly over \$9 million more than the net amount appropriated in 1967. The Advisory Committee has recommended reductions in estimated expenditures totalling \$5,626,700. The largest single factor leading to the projected budget rise is the Secretary-General's request for staff to fill 524 proposed new posts. The Advisory Committee recommends that the number of new posts in 1968 be kept to 271.

Report of Committee on Contributions

The Committee on Contributions is an expert body established by the General Assembly to recommend to the Assembly the scale of assessments according to which the expenses of the United Nations are to be apportioned. The scale is reviewed periodically by the Committee, which assigns a percentage of the total expenses in the regular budget to each member state according to its relative capacity to pay. The scale is determined, in the first instance, by comparing the national accounts data of member states. However, the Committee is also required to take into account certain other principles and factors as laid down in various directives of the General Assembly: the "ceiling" principle, which provides that no member state should pay more than 30 per cent of the total budget and, in accordance with which, the U.S. assessment is being gradually reduced; the "*per capita* ceiling" principle, which stipulates that the *per capita* contribution of any member state should not exceed that of the member paying the highest assessment, namely the United States; the "floor rate", which sets the minimum rate of assessment at 0.04 per cent; and the provision of special allowance for countries with low *per capita* income. This year the Assembly will be asked to approve a new scale of assessment devised by the Committee on Contributions for the years 1968-70. Under the new scale, Canada's assessment has dropped from 3.17 per cent of the total to 3.02 per cent. The assessments of Britain, France, the U.S.A. and the U.S.S.R. have also gone down while those of Italy and Japan have risen appreciably. Under the new scale, 57 countries are to be assessed at the minimum rate.

Personnel Questions

In its discussion of personnel questions, the Fifth Committee will consider the Secretary-General's report on the composition of the Secretariat and will discuss the progress achieved towards realizing the objective of "equitable geographical distribution" of professional posts in the United Nations Secretariat. At the seventeenth session, the General Assembly established guide-lines to govern equitable geographical distribution by approving "desirable ranges" or quotas for each member state. The Secretary-General has been making a concerted

effort to bring the under-represented countries, which are largely in Africa and Eastern Europe, within their "desirable ranges". At the twenty-first session, the Assembly passed a resolution stating that, as a temporary measure, increased recruitment on the basis of fixed-term contracts, especially in the developing countries, might help to achieve a balanced geographical distribution. The Assembly also asked the Secretary-General to study the methods which should be used to ensure a more equitable use of the working languages of the organization (i.e., English, French and Spanish) and a better balance among those languages in the recruitment of staff at all levels, and to include his conclusions on this question in his future reports.

Pattern of Conferences and Report on Publications and Documentation

At the twenty-first session, the Assembly passed a resolution (of which Canada and New Zealand were co-authors) establishing a Committee on Conferences (composed of 15 member states) on a three-year experimental basis. This Committee is to submit to the General Assembly at each regular session a calendar of meetings and conferences for the following year compatible with the resources at the disposal of the Secretary-General for the servicing of meetings and conferences. The twenty-second session will, accordingly, consider the calendar of meetings and conferences for 1968 recommended by the Committee on Conferences. At the twenty-first session, the Assembly also passed a resolution asking the Secretary-General to instruct the Publications Board to examine the possibility of achieving economies in the production of UN publications and documents. The twenty-second session will consider the Secretary-General's preliminary report on this matter containing recommendations for the elimination, consolidation or reduction in frequency of various UN publications.

Sixth Committee

Report of International Law Commission on the Work of Its Nineteenth Session

The International Law Commission, a body of legal experts appointed and acting in their personal capacity to codify and develop international law, devoted its nineteenth session in Geneva almost exclusively to the subject of special missions. Its report, including some 50 articles on the subject, will be considered by the Sixth Committee, as will future work to be assigned to the Commission. However, there will probably not be an extensive debate on the Commission's report but merely a decision to inscribe special missions on the agenda of the twenty-third session, allowing member governments to make detailed comments on the Commission's draft articles during the interim period.

Law of Treaties

Last year, the International Law Commission produced an extensive draft on the law of treaties on which member governments have been asked by the

Secretary-General to comment in writing. In the light of these comments the Sixth Committee will arrange for a conference of plenipotentiaries to be held in Vienna some time during the period March-May 1968. It seems possible that the Sixth Committee may discuss the Commission's draft in detail, although it may prefer to leave this to the Vienna Conference.

Principles of International Law Concerning Friendly Relations

This item, which the Sixth Committee has been considering for several years, relates to the codification and progressive development of seven principles of international law enumerated in the Charter of the United Nations. In 1963, an intersessional Special Committee was established which met in Mexico City in 1964, in New York in 1966 and in Geneva this year. It is the Special Committee's latest report which the Sixth Committee will be considering. So far only four of the seven principles have been formulated on the basis of generally accepted texts, and it seems likely, therefore, that the Sixth Committee will decide to reconstitute the Special Committee and to direct it to hold another meeting, possibly sometime during 1968, in order to complete its work of drafting a declaration on all the principles.

Methods of Fact-Finding

This item results from a four-year-old initiative by The Netherlands for a study and examination of methods of impartial fact-finding in the peaceful settlement of international disputes. Over the years, the Secretary-General has produced two comprehensive reports and member governments have had opportunities to make written comments. Generally speaking, there is little disposition to accept the Netherlands' suggestion that a new organ for fact-finding should be established until the examination and analysis of present methods of fact-finding is complete. In particular, the Sixth Committee may decide to determine first why existing methods of fact-finding have not been resorted to more frequently and what, if anything, can be done to improve them.

Declaration on Territorial Asylum

The draft declaration on the right of asylum was prepared initially by the Commission on Human Rights and subsequently considered by the Third Committee. It was allocated to the Sixth Committee in 1965, and last year a special working group on the draft was created by the Sixth Committee. It is likely, therefore, that the Sixth Committee will discuss this report with a view to adopting the draft declaration during the twenty-second session.

Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law

This item concerns the desire by developing countries to obtain greater technical assistance on the subject of international law. A report by the Secretary-General

suggesting a programme for special assistance in this field was accepted by the Sixth Committee last year. The debate on this item at the twenty-second session will, therefore, be in the nature of a progress report in this programme.

Declaration and Treaty on the Peaceful Use of the Sea-bed and Ocean Floor beyond the Limits of Present National Jurisdiction

This is a new item proposed by Malta. If Malta wishes to stress the disarmament aspects of its proposal, this item may be assigned initially to the First Committee or to the Special Political Committee. However, it seems likely that it would eventually be considered by the Sixth Committee as it proposes the drafting of a treaty with serious implications for the law of the sea. As the item is so new, it is difficult to predict what, if any, detailed consideration will be given to it by the Assembly during its twenty-second session. It seems likely that it will be debated in a preliminary fashion only and some intersessional body created to study the proposal. The item could, however, be simply held over for a year to give member governments time to submit written comments on it and then the Sixth Committee or some special committee given the task of drafting the proposed treaty (if this basic proposal is approved in principle). Moreover, it is also quite possible that Malta may come to New York prepared to put forward a draft declaration during the twenty-second session, although, because of the legal considerations and economic aspects, it seems doubtful that there would be any broad agreement on such a draft at the session and more likely, therefore, that the item will be dealt with more slowly.

Ending the Arms Race

On August 31, 1967, the Secretary of State for External Affairs, the Honourable Paul Martin, gave the following address to the International Night Dinner of the Amherstburg Rotary Club on Bob-lo Island, Ontario :

Just a week ago a draft non-proliferation treaty, designed to halt the further spread of nuclear weapons, was tabled in the Geneva disarmament talks. This long-awaited event is significant, not only because we hope it will soon lead to the signing of a formal and universal agreement but also because it crystallizes so many of the central issues in the quest for disarmament.

Tonight I should like to discuss some of these issues with you:

The *first*, and most important, are the necessity and urgency of disarmament. The possible further spread of nuclear weapons and the measures which have been proposed for their control highlight the threat which modern armaments pose for humanity. It is true that we have achieved a precarious "balance of nuclear terror" in the world. The deterrent power of the West, and principally of the United States, has had the effect of restraining the Soviet Union from exerting political or military pressures arising from a large nuclear arsenal. But who is to say that the balance will not be upset? Or that an accident or miscalculation on either side will not cause a finger to be put on the nuclear trigger? Despite the so-called nuclear balance, we cannot afford to relax our efforts to control and subsequently to eliminate nuclear weapons as part of a comprehensive disarmament settlement.

Progress Toward Complete Disarmament

The *second* important point illustrated by the tabling of the non-proliferation treaty is that we have made progress on the road to the ultimate objective of general and complete disarmament. Important advances have been made since the Second World War. For example, a treaty signed in 1959 made Antarctica a demilitarized zone. 1963 saw the conclusion of the partial test-ban treaty prohibiting nuclear explosions in outer space, under water or in the atmosphere. In recent years, the practice of applying safeguards on peaceful nuclear activities to ensure that they are not secretly being used for military purposes has been widely accepted. This year the Outer Space Treaty barred nuclear weapons from that environment. Also in 1967, the independent states of Latin America and the Caribbean signed a treaty which is intended to create a nuclear-free zone in the area. And now the non-proliferation treaty. So we can say that we have succeeded in making some progress in controlling the weapons of war.

But it must be admitted that our achievements in arms control are not overly impressive when compared to the magnitude of the task, and this is the *third* facet of disarmament brought out by the tabling of the non-proliferation treaty.

The proposed draft would not reduce the number of nuclear weapons in the world; it would only help to hold the line at the number of countries now possessing them. This would be a contribution to the control of arms but it would not be disarmament. The same is true of all the examples which I listed a few moments ago. We have restricted weapons in some ways but we have not really begun the enormous task of getting rid of these "engines of destruction" or even of reducing our arms expenditures.

Political Bridge-Building

The *fourth* point about disarmament which is brought home by the non-proliferation treaty is that, although disarmament measures undoubtedly improve the international atmosphere, they are more the result than the cause of political agreement. At a time when relations are strained because of the Vietnam and Middle East conflicts, the tabling of the non-proliferation treaty should contribute to an easing of tensions between East and West. The treaty itself, however, is the product not so much of technical agreement as of the recognition of certain political realities in various parts of the world. Thus, in the future, we shall be able to take real steps forward only if we have allayed the fears and mistrust which exist in both East and West. That is why Canada considers efforts to "build bridges to the East" to be so important — they lay the groundwork for political, and then *arms control*, arrangements.

Finally, the non-proliferation treaty negotiations have given us a good idea of the characteristics which must be embodied in any disarmament agreement if it is to be generally acceptable. It is clear, for example, that grandiose disarmament schemes, which are so attractive on paper, demand too much from a suspicious world. We shall only make solid advances through a step-by-step approach which will permit difficulties to be broken down gradually. For over two and a half years the negotiators in Geneva and in the United Nations in New York and the political leaders of many countries have been concentrating their efforts on one particular disarmament objective — and the work has not yet ended. Even with the tabling of a draft non-proliferation treaty, more hard negotiations will be required to hammer out a text which will be accepted and signed by most of the countries of the world. We can expect that all disarmament agreements will require the same patient, unspectacular but persistent effort. In addition, the problems of verification and safeguards will have to be taken into account.

Much of the controversy surrounding the non-proliferation draft has come from the question of whether countries might be able to act clandestinely to circumvent the treaty's provisions. So also with any disarmament agreement. Before agreeing to restrictions on their armaments, countries will have to be satisfied that potential adversaries could not secretly break the rules and thereby obtain a significant military advantage.

Even as I discuss these principles and guide-lines to agreement, however, I

realize, as you must also, that there are pressures in the opposite direction — that, while we talk of the importance of ending and reversing the arms race, the race continues, and continues with the threat of acceleration.

Immediacy of Threat

There are a number of areas in which the threat is immediate. I should like to mention two. One is the ominous tide of increased conventional-arms acquisition by non-nuclear countries in the less-developed world. In some regions, the arms race is only an "arms walk"; in others it is a pell-mell scramble. In *all*, it is a severe drain on the economic and technical resources of the poor countries and contributes to the increase of tension. In the Middle East, for example, the leap-frog acquisition of arms contributed to the recent conflict and could lead again to hostilities. We must find ways of putting an end to the renewal of this arms race. Although Canada recognizes the problems created by Soviet arms activities in the Middle East, and the reasons which have led Western countries to attempt to maintain a military balance in that part of the world, we regret the continued flow of arms into the area, and we support practical and equitable proposals for controlling all arms shipments. Thus Canada has expressed its support for the preliminary suggestion of President Johnson to institute a system of registering arms shipments to the Middle East. Our hope would be that registration would be followed by arrangements to limit the supply of arms. Unfortunately, the Soviet Union has so far shown little interest in this exploratory proposal. But we must continue to search for ways to reduce the flow of lethal equipment to this and other areas of tension in the less-developed world.

A second immediate problem of arms-race acceleration is the possible deployment of anti-ballistic-missile systems in the Soviet Union and the United States. Evidence that the Soviet Union is undertaking some ABM deployment and the progress made by Communist China in nuclear-weapons development have increased pressures for the United States to react in kind. The costs of constructing systems of defensive missiles are astronomical; some estimates range as high as \$40 billion. But even such sums spent on ABMs would not prevent the penetration of United States defences by Soviet missiles in an all-out attack. As for a potential Chinese missile threat, we understand that the time required for United States ABM deployment is sufficiently short to permit a wait-and-see approach for the moment. Apart from the question of whether ABMs would provide full protection, however, the effect of deployment upon East-West relations and the prospect for further arms-control measures would be unfortunate. As a result, Canada supports the United States in its current unwillingness to deploy an ABM system. In our view, the United States is pursuing the right course in attempting to obtain Soviet agreement in establishing a moratorium on ABM deployment and in limiting all forms of strategic missiles. We hope that these efforts will succeed.

Economics of Arms Control

So far I have mentioned only the security and political implications of arms and arms control. There is, however, also an economic side. I am appalled by the estimate that the nations of the world spend more than \$130 billion — a figure more than twice Canada's gross national product — on arms every year. While we can appreciate the security requirements which necessitate such expenditures, we also know what must be given up in the way of consumer goods, educational facilities and social services in order to pay this bill. Military expenditures are concentrated in the Communist countries and in the West, but the sacrifices being made by the under-developed world as a result of arms purchases are even greater because of the narrow economic base in most emerging countries.

Some people have the view that armaments are good for business and, conversely, that disarmament measures would have a depressant effect on the economy. I do not agree. Studies undertaken by the United Nations, by the governments of many countries such as Canada and the United States and by independent analysts suggest that the transition to a civilian economy, while it would bring some problems, need not be painful. For example, the transition from the Second World War to peace-time, a more extensive operation than would be required by a gradual process of disarmament, was handled in the United States and Canada without undue strain. With planning, we should not fear the adjustment to a civilian economy and, as a result, disarmament whenever possible on political and security grounds, should be welcomed in economic terms.

It is 150 years since the United States and Canada gave an example to the world with a disarmament agreement. That agreement, the Rush-Bagot Treaty, which put an end to naval confrontation on the Great Lakes, has stood the test of time and has contributed to the close and friendly relations which we now enjoy. Today we need the example of a new Rush-Bagot Treaty, not to regulate bilateral Canadian-American security problems but rather to contribute to controlling the arms race around the world. With our experience in bilateral co-operation, Canada and the United States can give leadership in the search for world-wide arms-control and disarmament arrangements.

To do so, we must:

- *First*, acknowledge the central importance of general and complete disarmament as a necessary security objective;
- *second*, actively work toward that objective through the promotion and acceptance of limited, balanced and verified arms control agreements reached with the Communist and non-aligned countries;
- *third*, exercise restraint in participating in, or contributing to, the arms race whether nuclear or conventional, whether at home or abroad; and
- *fourth*, support and seek moves which reduce tensions between East and West and within the "Third World", so that arms control agreements will become possible.

I can assure you that Canada has exerted, and will continue to exert, all its efforts to facilitate these ends. Only through such efforts, joined with those of others in the West, in the Communist countries and among the non-aligned countries, shall we lay the spectre of war and get on with the job of building a stable and prosperous peace. As a start, let us hope that a non-proliferation treaty will be successfully negotiated and signed in the near future to point the way to further progress on the road to a disarmed world.

Royal Visits 1967

DURING her 45-day visit to Canada in 1959, Queen Elizabeth II observed, in a broadcast to the nation on July 1, that Canada was "simply too big" to be fully covered in a single tour. This was certainly a factor in the decision to have more than one member of the Royal Family visit Canada in centennial year. There were, of course, other considerations favouring a series of visits rather than one. The Queen herself was anxious that other members of the Royal Family be associated with Canada's centenary and that they make, so far as possible, a personal contribution to the ceremonies and events celebrating the national anniversary. For its part, the Canadian Government was well aware of the desire of people in many parts of Canada for a royal visit to their area in 1967. At the same time, Canadian leaders — at both the federal and provincial levels — foresaw the cumulative load of commitments with which they would be faced in 1967 with anticipated official visits from the heads of state (or heads of government) of 60 or more countries superimposed on a vast programme of national and local centennial activities, dominated by the feature event — Expo 67. In short, the prospect of 1967 clearly indicated a need for the greatest possible calendar and regional spread of royal and other state visits.

Outline of Visits

After long and careful consideration, agreement was reached on a schedule of visits by the Queen and other members of the Royal Family, as follows:

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|--------------------------------|---|
| May 14 - June 9 ⁽¹⁾ | Princess Alexandra and the Honourable Angus Ogilvy —
Ontario, the four Western provinces, the Yukon and North-west Territories |
| June 29 - July 5 | The Queen and the Duke of Edinburgh —
Ottawa and Expo 67, Montreal |
| July 10-22 | Queen Elizabeth the Queen Mother —
The four Atlantic Provinces |
| July 22-23 | The Duke of Edinburgh —
Winnipeg (to open the Fifth Pan-American Games) |

To plan and co-ordinate arrangements for these visits, the Canadian Government appointed Lieutenant-General H. D. Graham "Co-ordinator for Royal Visits 1967". For the visit of the Queen and the Duke of Edinburgh, General Graham was also appointed "Canadian Secretary to the Queen", a position he had held previously, during the 1959 royal tour.

(1) The official tour ended in Winnipeg on June 7, but brief unofficial visits to Ottawa and Montreal were made immediately thereafter.

The Queen and the Duke of Edinburgh

Her Majesty and Prince Philip arrived in Ottawa late in the afternoon of June 29. Following the customary ceremonial reception at CFB Uplands, they drove through the city to Government House and received a warm welcome from the many spectators along the route. The next morning, after receiving the gift of a hooked rug depicting the flowers of the Canadian provinces made by a handicapped worker, the Queen held an informal reception for some 200 members of the press at Government House. In the afternoon, Her Majesty and Prince Philip drove to Confederation Square, where the Queen laid a wreath at the National War Memorial and spoke with war veterans assembled there. The royal couple then drove the short distance to Parliament Hill, where they watched a folk arts programme of music, singing and dancing by Canadians of ten ethnic origins. Returning to Government House, the Queen presided at a reception for the Diplomatic Corps, and later attended a state dinner.

July 1 on Parliament Hill

Celebration of Canada's hundredth birthday on July 1 began with an impressive outdoor ceremony on Parliament Hill, which was broadcast to the nation. An



Queen Elizabeth and the Duke of Edinburgh wave from the deck of the royal yacht Britannia to the crowds seeing them off from Cornwall, Ontario, to Expo 67 in Montreal.

ecumenical religious service was conducted by six leading churchmen (selected by the Interfaith Conference), after which participating representatives of more than 30 religious groups were presented to Her Majesty. The Queen and the Duke of Edinburgh then moved to their "parliamentary" chairs at the raised centre of the dais to hear loyal addresses by the Speakers of the Senate and the House of Commons. Her Majesty made an address to the nation in reply. In a few words she stressed the nature of the ceremony:

It is altogether right and fitting that Sovereign and people should meet together here at the heart of Canadian existence to give thanks on this great occasion.

Thereafter her message was both an exhortation and a warning:

Sustaining a human perspective will be possible, I am inclined to think, only if we have the courage to probe within ourselves as well as into space. And in thinking about the future we must not be too much distracted from the problems that we can see about us in our society. This country is fortunate and prosperous above most others. But not all of its people are free from want or hardship. There are still wrongs to be righted and suffering to be relieved. There is still a constant effort of accommodation to be made so that all the peoples in this great country may live together in friendship and harmony.

That afternoon, in contrast to the earlier formal ceremony of national rededication, the Queen and Prince Philip joined thousands of young children at a "birthday party" on Parliament Hill, where Her Majesty cut the first piece of a giant cake. The royal party then drove to the new stadium at Lansdowne Park, which was filled to capacity, to watch a programme of athletics, dancing and singing by local youth groups. On the way back to Government House, the Queen stopped briefly at the City Hall to sign the visitor's book. A garden party followed at Government House, during which Members of the Senate and the House of Commons, senior civil servants, high-ranking officers of the armed services, and representatives of many national organizations were presented to Her Majesty and the Duke of Edinburgh. That evening, after dining privately with the Prime Minister at his residence, the royal party attended a performance of the *Son et Lumière* programme at Nepean Point.

On Sunday July 2, the Queen and Prince Philip attended church service at Christ Church Cathedral and, after lunch, drove to Cornwall, where they boarded the Royal Yacht *Britannia* for an overnight voyage downriver to the site of Expo 67 at Montreal.

Visit to Expo 67

The next morning, the royal party disembarked at the St. Lambert lock in heavy rain (the only bad weather during the visit), drove for half an hour through the Ile Notre-Dame section of the exhibition and made visits to the pavilions of Britain, Quebec, Ontario, the Western provinces, the Atlantic Provinces and the Indians of Canada. At a lunch given by the Prime Minister in the Canada Pavilion, the Queen congratulated the Canadian people on the "remarkable achievement" of Expo 67:

Canada has made it possible for many men and many nations to create, out of all their differences and contrasts, this harmonious image of "Man and His World", a living symbol of what universal neighbourhood can achieve.

Before touring the Canadian Pavilion after lunch, the Queen and Prince Philip delighted the thousands of visitors to the exhibition by taking an unscheduled ride on the "mini-rail", which lasted nearly an hour. That evening, as the royal yacht sailed from Côte Ste Catherine to Beauharnois, the Queen entertained at dinner leading members of the federal and Quebec governments, civic and other dignitaries of Montreal, and senior officials of Expo 67 and their wives.

The following day, the Queen and Prince Philip rested as the royal yacht continued upstream to Kingston, where it arrived late in the afternoon. Not long after *Britannia* had dropped anchor, Prince Philip welcomed aboard some 50 boys and girls, accompanied by their parents, to whom he presented the Duke of Edinburgh Gold Award for outstanding accomplishment in group or individual activities. That evening the Queen gave a dinner aboard the royal yacht for the lieutenant-governors and premiers of the provinces.

Back in Ottawa

Next morning, the Queen and Prince Philip drove through Kingston to the Norman Rogers airfield, stopping briefly at the Centennial Garden (a project of the local Girl Guides and Brownies) and at Bellevue House, the former home of Sir John A. Macdonald. On arrival in Ottawa from Kingston, the Queen participated in a brief ceremony at Government House in which the provincial prime ministers and premiers were sworn in as members of the Privy Council. In the afternoon, the royal couple attended a military parade on Parliament Hill, in the course of which Her Majesty presented colours to the 1st and 2nd Battalions of the Canadian Guards and to the Cameron Highlanders of Ottawa and guidons to the Ontario Regiment, the 1st Hussars and the Sherbrooke Rangers. Following the military ceremony, there was a reception for the officers of the regiments involved and their wives in the Centre Block of the Parliament Buildings. A short drive took the royal party to the site of the National Arts Centre (under construction), where they witnessed a 40-minute programme of music and dramatic recitation dedicated to the future operation of this massive and imaginative project. Following an address by the Prime Minister, Her Majesty unveiled a commemorative superscription in English and French, which will eventually be placed on a wall in the reception hall of the Arts Centre.

On his return to Government House, Prince Philip flew by helicopter to the Britannia Yacht Club, where he presented the Duke of Edinburgh's trophy to the winner of the International Dragon-Class Races. The same evening, the Queen and Prince Philip dined at Government House in the company of about 100 young Canadians who had distinguished themselves in industry, the professions, the arts, athletics and other fields.

Still in evening dress, the royal party drove from Government House to CFB Uplands, where they said goodbye to the Governor General, the Prime Minister and their wives — and to all the hundreds of people assembled to see them off — and boarded the Queen's aircraft for the return journey to England.

Although this had been a comparatively short visit to Canada's capital and to the centennial showpiece, Expo 67, the Queen was able to meet hundreds of Canadians of all ages and accomplishments, and to see and be seen by thousands more. Record crowds turned out to greet her on every public occasion and the warmth of their welcome was most evident. There is evidence also that the Queen herself was much impressed by the enthusiasm of the Canadian people in their numerous and varied celebrations of the first 100 years of nationhood.

Queen Elizabeth the Queen Mother

Using the royal yacht *Britannia* as a mobile residence, the Queen Mother visited the four Atlantic Provinces for 12 days, beginning July 10 at Saint John, New Brunswick, where she attended a civic lunch, met patients at the veterans' hospital and visited Rockwood Park, the city's centennial project. That evening, Her Majesty gave a reception aboard *Britannia*. Next day she flew in an *Andover* aircraft from Saint John to Fredericton, where she was formally welcomed at the Legislative Building by Premier Robichaud. Thereafter she attended a pro-



Queen Elizabeth the Queen Mother inspects a naval guard of honour on her arrival in Halifax, Nova Scotia.

vincial government luncheon at the University of New Brunswick, where 11 descendants of the Fathers of Confederation were presented. The afternoon was spent in military ceremonies at Gagetown with the Black Watch (Royal Highland Regiment) of Canada, of which the Queen Mother is Colonel-in-Chief. On her return by air to Saint John that evening, the royal yacht sailed for Saint Andrews. There, next morning, the Queen Mother opened the Centennial Park and a restored blockhouse located on the site. During the lunch hour, the yacht moved on to Campobello Island, where the Queen Mother again went ashore, in heavy mist, to open a new reception-centre and to make a brief visit to the Roosevelt Cottage. The royal party sailed for Halifax in mid-afternoon.

Halifax Visit

Shortly after noon on July 14, the Queen Mother went ashore at Halifax to be greeted by Prime Minister Pearson and the Lieutenant-Governor and Premier of Nova Scotia. Following a provincial government lunch at the Hotel Nova Scotian, the Queen Mother attended convocation at the new Sir Charles Tupper Building (which houses the medical faculty of the University), where, with others, she received an honorary degree. Next she visited patients at the Camp Hill Hospital and presented Queen's Scout certificates and gold cords to Scouts and Guides assembled at the Lieutenant-Governor's residence "Maplewood". That evening Her Majesty gave a dinner aboard the royal yacht, which later sailed for the Strait of Canso with the Prime Minister and Mrs. Pearson on board as guests.

Disembarking the next morning at the Canso lock, the Queen Mother drove to Antigonish. After lunch at Saint Francis Xavier University, she declared open the local Highland Games and watched the events for an hour. The royal party then travelled by car to Arisaig, where they re-embarked in the royal yacht.

On Sunday July 16, the yacht berthed at Sydney and the Queen Mother went ashore to attend service at St. George's Anglican Church. After a brief visit to Wentworth Park, where Her Majesty met members of the Sydney Council and listened to a short concert by local talent, the royal party returned to the *Britannia*, where the Prime Minister and Mrs. Pearson took their leave.

Charlottetown and Moncton

Arriving at Charlottetown the following morning, the Queen Mother was formally welcomed at the new provincial government building, which she opened by unveiling a plaque. After an informal lunch at Government House, a visit was made to the Queen Charlotte Armoury for the unveiling of memorial plaques. Later, Her Majesty attended a garden party at Government House and, in the evening, watched a centennial performance of "Anne of Green Gables" at the Confederation Centre. With a background of fireworks from Cannon Hill, Victoria Park, the royal yacht sailed for Summerside.

In the early afternoon of July 18, the Queen Mother played an active part

in local ceremonies at Summerside before leaving by air for Moncton, N.B. There she planted a rose tree at the new Centennial Park and also paid a visit to Victoria Park, where 50 leading citizens were presented by the Mayor of Moncton. The royal party then drove to Shediac, where after a brief ceremony they re-embarked in the royal yacht anchored off Pointe du Chêne.

The following day and half were spent at sea *en route* to St. John's, Newfoundland.

Visit to Newfoundland

After a ceremonial welcome at the St. John's dockside, the Queen Mother drove to the St. John's Memorial Stadium through the ranks of the Church Lads Brigade assembled in the grounds outside. In the stadium itself, Scouts, Guides and other young people were gathered to meet Her Majesty, who spoke to many of them personally. After a lunch at Government House, the royal party went by car to Pleasantville, where the Queen Mother watched trooping of the colours by the Royal Newfoundland Regiment and also spoke with veterans on parade. In the evening, Her Majesty gave a reception aboard the royal yacht.

Next morning, the Queen Mother was given a civic welcome at Bowring Park, and planted a tree to commemorate her visit. During a provincial government lunch at the Memorial University, she replied to a speech by the Premier, as she had done on like occasions in the other provinces she visited. A garden party was held at Government House in the afternoon and in the evening Her Majesty gave a small farewell dinner-party aboard *Britannia*.

On the morning of Saturday July 22, the Queen Mother concluded her Canadian tour at Torbay airport, where the Commissioner General for Visits of State, representing the Canadian Government, and provincial leaders were assembled to say farewell as she boarded a Canadian Forces *Yukon* aircraft for a direct flight to London.

Though not long recovered from a serious operation, the Queen Mother showed her customary energy, enthusiasm and smiling pleasure throughout her tour. The people of the Atlantic Provinces, who have always held Her Majesty in the highest esteem and personal affection, were delighted that she was able to join them in their centennial celebrations and to demonstrate to her their abiding loyalty to the Crown and the Sovereign.

Princess Alexandra and the Honourable Angus Ogilvy

Princess Alexandra and her husband, the Honourable Angus Ogilvy, made the first and the longest of the 1967 royal visits to Canada. Their tour covered the capitals of Ontario, British Columbia, Alberta, Saskatchewan, Manitoba, the Yukon and the Northwest Territories, and two other large cities, Vancouver and Calgary. In addition, two rest periods were spent at Banff and Jasper. On completion of the official tour at Winnipeg, a short stopover was made in



Princess Alexandra and the Honourable Angus Ogilvy meet the cast of the centennial musical Wild Rose backstage at the Jubilee Auditorium in Calgary, Alberta.

Ottawa for an informal lunch meeting with the Governor General and the Prime Minister; and a day and a half was spent in Montreal to permit a visit to Expo 67 — which included a small private lunch at the Quebec Pavilion given by Madame Daniel Johnson, the wife of the Prime Minister of Quebec. In 24 days, the Princess and Mr. Ogilvy travelled some 8,000 miles in Canada by aircraft, train, car and paddleboat, and undertook over 90 official engagements involving about 37 speeches. They met and spoke with hundreds of Canadians — many of them teenage and younger children — and were seen by many thousands more. It is only possible to record here the highlights of this long and very successful tour.

Starting with a press reception in Toronto, where they remained from May 14 to 17, the couple visited the work centre and site of Ontario's major centennial project, a Centre of Science and Technology; the Toronto Public Library (for a presentation of the Queen Mary Collection of Children's Books); the Royal Ontario Museum (for the opening of an exhibition of Canadian

costumes, 1867-1967); the Ryerson Polytechnical Institute (for a Red Cross Youth programme); Lawrence Park Collegiate (for an athletic meet); Maple Leaf Gardens (for a performance of the Ontario Folk Art Festival); and the Moss Park Armouries (for a centennial ball).

Swing Westward

The royal party then flew to Vancouver, where, on May 18, the Princess officially opened the British Columbia International Trade Fair. Engagements in Victoria included the customary provincial and civic functions; the presentation of colours to the Royal New Westminster Regiment and a guidon to the B.C. Dragoons; informal visits by the Princess to Work Point Barracks to meet the officers and other ranks of the Queen's Own Rifles of Canada, of which Her Royal Highness is Colonel-in-Chief; children's programmes at the Centennial Stadium and on the lawns of the Parliament Buildings; and a ball for young people at Government House. Later, in Vancouver, the Princess unveiled plaques at the Centennial Museum in Vanier Park, both of which were still in the early stages of construction, attended a civic lunch at the Vancouver Hotel, and visited the Red Cross Lodge at Shaughnessy Hospital, where she turned the first sod on the site of a new Red Cross blood-research clinic.

The royal party travelled from Vancouver to Banff by train and, after a day and a half of rest and recreation (skiing, riding, swimming and fishing), the Princess and her husband moved on to the Calgary. There Her Royal Highness presented colours to the Calgary Highlanders and a guidon to the South Alberta Light Horse at Currie Barracks, visited the Glencoe Club to present the top awards to young athletes at a ceremony sponsored by the Calgary Sports Women's Association, and attended the première performance of the centennial musical "Wild Rose" at the Jubilee Auditorium. An afternoon was spent touring the original *antique* buildings and equipment on display at Heritage Park and watching a miniature rodeo in which leading Canadian cowboys and girl riders took part. The Calgary programme ended with a centennial ball organized by the local chapter of the Imperial Order Daughters of the Empire (IODE).

In Edmonton, following an official welcome at the City Hall, the Princess and Mr. Ogilvy watched a programme put on by students at the Victoria Composite High School and chatted for some time with young people representing all the high schools in the city. While the Princess unveiled a plaque in the new children's wing of the Royal Alexandra Hospital, where she also visited patients in the wards and nurses in their residence, Mr. Ogilvy was received at the Glenrose Hospital, where he showed a keen interest in modern methods for the rehabilitation of handicapped children. In the evening they both attended a ball organized by the University Hospital Women's Auxiliary. The second day of the visit began early and with much gaiety at a "chechako" breakfast in the Macdonald Hotel, where leading citizens of Edmonton "whooped it up" in "Gay Nineties" costume. From here the royal party were taken in a cavalcade

of vintage automobiles to Victoria Park to watch the arrival of the Centennial Voyageur Canoe Pageant. Mr. Ogilvy fired the starting gun for a canoe race, after which representatives of the ten crews were presented. Later, the Princess and her husband attended the ceremony of official welcome to the *voyageurs* by the Alberta government at the Legislative Buildings. In the afternoon, after unveiling a plaque and touring the Centennial Library in Sir Winston Churchill Square, Her Royal Highness drove to Griesbach Barracks, where she presented colours to the Loyal Edmonton Regiment (3rd Battalion, PPCLI) and to 418 Squadron RCAF Auxiliary.

Yukon and Northwest Territories

Flying northwest to the Yukon, the Princess and Mr. Ogilvy were given a warm welcome on their arrival at Whitehorse, where they were entertained at a dinner given by the territorial government and also at a civic lunch held in the ballroom of the Whitehorse Inn. During their short visit, they toured the city by car, stopping at the F. H. Collins School, where several thousand children from all parts of the territory had been assembled to greet them. Assisted by her husband, the Princess planted a tree to commemorate their visit; she spoke individually to a great many of the young spectators. Later she opened the new Yukon Historical Society Museum, where she spent some time viewing the exhibits.

At Yellowknife, the newly-designated capital of the Northwest Territories, informal visits were made to the Town Hall, the Stanton Hospital, and the Akaitcho School (where the Princess chatted with Indian and Eskimo children). Time was found for Mr. Ogilvy to visit the Giant Yellowknife gold-mine. On the second morning, the Princess flew to Hay River, where she unveiled a plaque at the new elementary school, to which she had consented to give her name. Meanwhile, Mr. Ogilvy was taken by the Minister of Indian Affairs and Northern Development to see all phases of the large-scale copper-mining development at Pine Point. In the afternoon (the warmest day of the tour), the royal party made a picnic excursion to Alexandra Falls, named after the Princess's great grandmother.

Returning to Edmonton by air, the Princess and Mr. Ogilvy transferred immediately to a scheduled train, which took them to Jasper. There they spent two days at Outlook Lodge, with time out for several fishing expeditions.

Next to Regina for a weekend of varied activities: a ceremonial welcome at the Legislative Building; a provincial government dinner (at which there was an exhibition of square dancing); attendance at church service; an informal luncheon at the officers' mess of the Royal Canadian Mounted Police Depot, including an extensive tour of the headquarters buildings; individual presentation of Queen's Scout certificates to 90 Scouts; informal chats with participants in a Lions Band Festival; and, finally, a visit to Red Cross headquarters to meet youth members and view displays of their work.

On their way to Winnipeg, the Princess and Mr. Ogilvy stopped briefly at

Brandon, Manitoba, for a three-part programme involving the presentation of centennial medallions to 12 representative students (before an audience of 7,000 school-children from all parts of western Manitoba); presentation, at a luncheon, of a charter to the President of Brandon College creating the college an independent provincial university; and the "unveiling" of a cornerstone eventually to be placed in position in the construction of a new auditorium — Manitoba's second-largest centennial project.

Arriving in Winnipeg from Brandon in mid-afternoon, the royal party was welcomed to Manitoba with the customary ceremonies at the airport. On their way to the Fort Garry Hotel, the party stopped first at the Deer Lodge Veterans' Hospital, where the Princess and her husband spoke with many of the patients assembled along the driveway and on the lawns. A second stop was made at the Velodrome constructed for the Pan-American Games. Here, after the Princess officially declared the track open, Mr. Ogilvy fired the starting-gun for a symbolic "first race" by local cyclists. The winner received his prize from the Princess and the other contestants were also presented to her and Mr. Ogilvy. A third, unscheduled, stop was made as the motorcade passed between long lines of children who showered rose petals in the royal path. That evening the Princess and Mr. Ogilvy attended a Centennial Awards Dinner in the Winnipeg Civic Auditorium, at which presentations were made to a number of persons in recognition of outstanding contributions to provincial centennial activities. Premier Roblin also chose this occasion to unveil a polar-bear rug of dramatic size, the gift of the people of Manitoba to Her Royal Highness and Mr. Ogilvy.

The last full day in Winnipeg began with a visit by the Princess to the Centennial Centre — a complex of buildings, still under construction, comprising a concert hall, museum and planetarium. At the same time, Mr. Ogilvy paid visits to the Chamber of Commerce, the Grain Exchange, and the offices of the Wheat Board, where he had informal talks with local businessmen and government officials. On rejoining Mr. Ogilvy at the Redwood Dock, the Princess inspected a guard of honour of naval cadets and launched the full-scale York Boat built by the cadets as their centennial project. Boarding the *Paddlewheel Queen* (another reconstruction of river transport in earlier years), the royal party travelled upstream to Kildonan Park. Disembarking, they rode in a horse-drawn brougham to the park pavilion, where they lunched informally with the mayors and reeves of Greater Winnipeg, school-board officials and representatives of the Indian community. Afterwards, the party drove a short distance to the Rainbow Stage (park auditorium) for presentation of centennial medallions to school-children and a programme of singing, dancing and artistic displays. This occasion was fully televised and synchronized with similar programmes held in schools throughout the province. On her way back to the Fort Garry Hotel, the Princess stopped for half an hour at the Saint Boniface Hospital, where she toured the pediatric ward and spoke (mainly in French) with religious and lay members of the hospital staff and Red Cross workers.

That evening, after a formal farewell dinner at Government House, the Princess and Mr. Ogilvy joined hundreds of young people at a youth reception in the Legislative Building, where they danced to "pop" music.

The following morning, June 7, the royal party was given a ceremonial farewell at the airport to mark the end of their official visit to Canada. As mentioned earlier, short unofficial visits were subsequently made to Ottawa and Montreal before the Princess and Mr. Ogilvy embarked on the *Empress of Canada* on June 9 for the return journey to England.

The record of press, radio and television coverage of this royal visit is perhaps the best source of evidence for judging it to have been one of the most successful ever made to Canada. Princess Alexandra and Mr. Ogilvy — both gifted with great personal charm, enthusiasm and good humour — made an instantly favourable impression not only on those they met but also on the many more who simply saw them. Their interest in the younger generation of Canadians was particularly marked throughout the tour. They in turn were deeply appreciative of the warmth of their reception and the opportunities given to them to see such a large cross-section of the land and its people.

The Duke of Edinburgh

Prince Philip returned to Canada not long after the Queen's visit to open the Fifth Pan-American Games in Winnipeg on July 23. This was in response to a pressing invitation from the Organization Committee of the Games, strongly supported by the Manitoba Government.

His Royal Highness flew from Prestwick to Montreal on July 22 and, transferring there to a Department of Transport *Jetstar* aircraft, arrived in Winnipeg in the late afternoon. He was given a ceremonial welcome at the airport, where the Prime Minister of Canada, the Lieutenant-Governor and the Premier of Manitoba and senior officials of the Pan-American and Olympic Games organizations, among others, were on hand to greet him. That evening he attended a reception at Government House for some 900 persons, mainly those associated with the organization of the Fifth Pan-American Games.

The following morning, a Sunday, Prince Philip attended church service at All Saints Church, where he read the lesson; he then returned to Government House for an informal lunch with provincial cabinet ministers and their wives. After lunch, he left by car for the Pan-American Games stadium, accompanied by the Prime Minister, the Lieutenant-Governor, the Premier and their wives.

Pan-American Games

By the time the motorcade arrived at the Stadium, the programme had been under way for over an hour and it had rained steadily throughout. Despite the inclemency of the elements, Prince Philip transferred to an open car outside the stadium and, standing up, acknowledged the enthusiastic applause of the

thousands of spectators as the motorcade made a slow circuit of the field to the royal box. Here he was received by the President of the Pan-American Sports Organization, General José Clark, and the President of the organization committee, Mr. Culver Riley. After the presentation of Games officials and a royal salute by a guard of honour, Prince Philip and his entourage took their places in the royal box for the march-past of athletic teams from 28 countries. Bareheaded in drenching rain, Prince Philip stood acknowledging the salutes of the marching teams for almost half an hour. The rain stopped very shortly before the Canadian team entered the stadium, last in the parade. Following short addresses of welcome by Mr. Culver Riley and General José Clark, Prince Philip replied (with several wry references to the weather) and officially declared the Games open. An Olympic torch was lighted, the competing teams took the customary oath, 2,500 doves were released and the programme concluded with the playing of the national anthem and a fly-past by Canadian Forces jet aircraft.

The Prime Minister and the Lieutenant-Governor took leave of Prince Philip on his departure from the stadium, accompanied by Premier Roblin, to a Scout gathering at Bird's Hill Park on the outskirts of the city. Here he spent half an hour touring the Scout "village", which was in the process of being set up, before driving back to Government House.

That evening Prince Philip attended an informal dinner for men only at Government House to which the Lieutenant-Governor had invited leading citizens of the province and several distinguished foreign visitors. After dinner, a chronograph was informally presented to Prince Philip by Mr. Culver Riley as a memento of his opening of the Pan-American Games. Shortly afterwards Prince Philip, still in evening clothes, was escorted by the Lieutenant-Governor to the Winnipeg airport, where he and his party boarded an Air Canada scheduled flight for London.

The visit to Winnipeg was highly successful from the local point of view. The poor weather during the opening ceremonies of the Pan-American Games made the occasion doubly memorable for spectators, performers and athletes alike; since conditions could not have been worse for an outdoor spectacle, Prince Philip's casual acceptance of them made an excellent impression on all present. The visit to the Scout gathering was also greatly appreciated by those concerned, particularly in view of the unpleasant weather conditions for setting up a camp.

Fifth Emergency Session of the United Nations General Assembly

ON JUNE 13, 1967, Andrei Gromyko, the Foreign Minister of the Union of Soviet Socialist Republics, addressed a letter to the Secretary-General of the United Nations calling for an emergency special session of the General Assembly to consider the question of "liquidating the consequences of Israel's aggression against the Arab states" and of bringing about "the immediate withdrawal of Israeli troops behind the armistice lines". (Under the General Assembly's rules of procedure [specifically Rule 8(b)], an emergency special session must be called within 24 hours of the receipt by the Secretary-General of a request by nine members of the Security Council, or a request by a member state, or by a group of member states, which is supported by a majority of members of the organization.) Mr. Gromyko cited Article 11 of the United Nations Charter, which makes no specific reference to an emergency session but outlines the matters which the General Assembly may consider.

The Secretary-General, in informing members of the U.S.S.R. request and soliciting their response to the request, referred to Rule 9(b) of the General Assembly's Rules of Procedure, which states that the Secretary-General's responsibilities on receipt of a request for a special session, as set out in Rule 9(a), shall also apply to a request by any member for an emergency special session "pursuant to Resolution 377A(V)".

In its reply, the United States noted that the rule the Secretary-General had cited in his communication (Rule 9(b)) referred to the "Uniting for Peace" resolution of the General Assembly (Resolution 377A(V)), which provides that an emergency session may be called "if the Security Council, because of lack of unanimity of the permanent members, fails to exercise its primary responsibility for the maintenance of international peace and security . . ." The Security Council, Ambassador Goldberg of the United States pointed out, had already adopted four cease-fire resolutions and a humanitarian resolution. There were other resolutions pending. Since the Security Council was still engaged in consultations on the matter and since the processes of consultation and negotiation within the Council had not been exhausted, the United States could not concur in the request for an emergency special session.

A majority of members, however, including Canada, conveyed their acceptance of the proposal to the Secretary-General. The session was, therefore, called for June 17.

This fifth emergency special session was the first to be called since 1960, when the General Assembly was summoned to deal with the crisis in the Congo only a few days before the opening of the regular session. Abdul Rahman Pazhwak of Afghanistan, who had presided over the twenty-first

regular session, was chosen President. During the debate, the Assembly was addressed by 15 prime ministers and heads of state, including King Hussein of Jordan and President Nouredin Atassi of Syria, and the foreign ministers of a number of other countries, including Canada, Britain, France and Israel.

Debate : The Parties and the Great Powers

U.S.S.R. — Soviet Premier Kosygin spoke first and introduced the first draft resolution,⁽¹⁾ which embodied a vigorous condemnation of Israel and demanded the immediate withdrawal of Israeli forces and reparations for any damage done. Chairman Kosygin referred to the danger of nuclear war and the threat of imperialist aggression around the world. Israel, he claimed, had practised aggression against its neighbours since its inception as a state, and in preparing this war had “flouted the Charter of the United Nations and the principles of international law”.

Israel — Abba Eban, Israel’s Foreign Minister, replied that the blockade of the Straits of Tiran had been an obvious act of aggression, and now that war had taken place Israel could not return to the state of affairs which existed before June 5 but desired, rather, bilateral agreements with its Arab neighbours providing for peaceful co-operation, so that all nations in the Middle East could prosper together.

U.S.A. — The representative of the United States of America, Arthur Goldberg, described what his Government believed to be the five essentials for peace in the area. The United Nations and the states directly concerned had to respect the fundamental right of every state in the area to live in peace and security; provide justice for the refugees; demonstrate respect for international maritime rights; prevent a renewed arms race; and recognize the political independence and territorial integrity of all the countries in the area, within recognized boundaries and on the basis of other arrangements, including disengagement and withdrawal of forces. A simple withdrawal of troops to positions held before June 5 would in no way solve the essential problems or prevent the outbreak of new hostilities. These points were contained in a draft resolution presented by the U.S.⁽²⁾

The Arab States — The Arab representatives stated that Israel had waged a war of aggression against three neighbouring Arab states and had been enabled to do so by outside encouragement and support. They claimed that Israel was applying harsh and repressive measures in the Arab territories it had occupied. They stated that the Arab states would reject any conditions or discussions based on a situation created by force of arms. Hence, they rejected the draft resolution proposed by the United States. The Arab representatives called on the General Assembly to condemn aggression by Israel, to demand the unconditional withdrawal of Israeli forces, and to take steps to liquidate the

(1) A/L/519.

(2) A/L/520.

consequences of aggression, as provided for in the Soviet draft resolution.

Britain — The British Minister of Foreign Affairs, Mr. George Brown, considered that the United Nations could not permit conditions in the Middle East to return to the *status quo ante*, but should recommend immediate remedial action. He warned Israel that it should not attempt to annex Jerusalem (this point proved to be the substance of one of the two resolutions adopted by the Assembly).

France — France, through its Foreign Minister, Maurice Couve de Murville, emphasized the importance of putting the Middle East war in a world context rather than restricting consideration to the Middle East. Recalling that France had publicly opposed the resort to arms in the Middle East, he asserted that any imposed settlement or territorial *fait accompli* would not endure and called for a freely negotiated settlement acceptable to all concerned.

Debate : Further Developments

Canada's Secretary of State for External Affairs, the Honourable Paul Martin, presented the Canadian position, which is outlined in the section below.⁽³⁾

Albania introduced a draft resolution⁽⁴⁾ which condemned Israel in stronger terms than the Soviet draft, and also condemned the United States and Britain for inciting, aiding and participating in Israeli aggression.

Yugoslavia and 16 African and Asian states co-sponsored a draft resolution⁽⁵⁾ calling for the immediate withdrawal of Israeli forces behind the armistice lines and requesting the Security Council to consider the remaining questions immediately after the withdrawal of Israeli forces had been completed. It also requested the Secretary-General to designate a personal representative who would "assist him in securing compliance with the present resolution and be in contact with the parties concerned". This draft resolution did not condemn Israel for aggression. As the debate continued, Trinidad and Tobago submitted a draft⁽⁶⁾ co-sponsored by 20 Latin American states, which requested the withdrawal of Israeli forces, requested all parties to end the state of belligerency, and asked the Security Council to continue working with the parties, relying on the United Nations presence to ensure withdrawal and the end of the state of belligerency, freedom of transit in international waterways, and a full solution of the refugee problem. The draft resolution also reaffirmed the desirability of an international regime in Jerusalem.

Following the general debate, which ended on June 30, 20 nations, representing all geographical groupings, including Canada, presented a draft resolution⁽⁷⁾ on humanitarian assistance endorsing the humanitarian resolution adopted by the Security Council.⁽⁸⁾ (The Security Council resolution had called

(3) See the August 1967 issue of *External Affairs* for the full text of the speech.

(4) A/L/521.

(5) A/L/522.

(6) A/L/523.

(7) A/L/526.

(8) Resolution 237 of June 14, 1967 (S/7968).

upon the Government of Israel to ensure the safety and welfare of the inhabitants of areas where military operations had taken place, and to facilitate the return of those who had fled from their homes since the outbreak of hostilities, and urged all the governments concerned scrupulously to respect essential and inalienable human rights.) The 20-country humanitarian resolution also commended the international organizations which were assisting the victims of war with emergency supplies, appealed to all governments for special contributions to the organizations concerned, and asked the Secretary-General to follow the implementation of the resolution and report on it to the General Assembly.

Pakistan submitted a draft resolution⁽⁹⁾ which stated that the measures which Israel had taken to change the status of Jerusalem were invalid and that Israel should rescind all such measures already taken. This was with reference to the announcement Israel had made on June 29 that it had taken steps to provide a joint administration for the two sectors of Jerusalem, both of which were now under Israeli control.

The General Assembly voted on the resolutions on July 4. The United States did not press its draft resolution to a vote but instead supported the Latin American draft. The Yugoslav draft, by agreement, was the first to be put to the vote. It was supported by the Communist states, France, the Arab states and their non-aligned sympathizers, but failed to gain the necessary two-thirds majority (53 in favour, 46 against [Canada] with 20 abstentions). The Soviet draft also failed to be adopted, as did the Albanian and the Latin American draft (which received 57 votes in favour [Canada], 43 against, with 20 abstentions). The humanitarian resolution was adopted without dissent but with some abstentions, as was the Pakistani draft resolution calling on Israel not to change the status of Jerusalem.

Thus, after three weeks of consideration, the General Assembly agreed only to adopt two resolutions dealing with two specific elements of the whole problem. During this time, no resolution had been adopted on the question of the withdrawal of troops from occupied territories or on the termination of the state of belligerency. On July 5, the President adjourned the Assembly for a week.

The Second Phase

The General Assembly having rejected preliminary positions on the basic question of withdrawal, the second phase of the emergency session revolved for the most part around the consultations and negotiations being carried on outside the Assembly chamber. The Assembly reconvened on July 12 and discussed the situation in Jerusalem, following which a second Pakistani draft resolution, deploring the failure of Israel to comply with the earlier resolution on this matter, was adopted on July 14. The President then adjourned the session for further consultations.

(9) A/L/527.

During the next few days the international community was apprehensive about a renewal of incidents in the area of the Suez Canal between the Egyptian and Israeli forces occupying opposite banks of the Canal. The Security Council received several complaints of infractions of the cease-fire resolutions. General Odd Bull, Commander-in-Chief of the United Nations Truce Supervision Organization, in consultation with the Governments of Israel and the United Arab Republic, was able to secure their agreement to have observers supervise the cease-fire in the Canal zone. The first observers were in the area by the time the Assembly reconvened on July 17.

When the Assembly convened, the President announced that there was still a prospect, "however slight", of reaching agreement, and he recommended a further three-day pause in the hope that the consultations taking place might lead to an agreement on action.

The representatives of the Soviet Union and the United States had been conferring earlier in the week and on July 19 Foreign Minister Gromyko met with Ambassador Goldberg. The United States and Soviet Delegations had agreed that there was a basic link between withdrawal and the need to ensure continued peace in the area, but no agreed draft was put forward. The deliberations in the General Assembly ended on July 21, when the Assembly adopted a resolution submitted by Finland stating that the Security Council was still seized of the problem and transmitting to the Council the records of the fifth emergency special session in order to facilitate the resumption, as a matter of urgency, of the Security Council's consideration of the situation in the Middle East. The resolution adjourned the session temporarily and empowered the President to reconvene the session as and when necessary. Only the Arab states objected. In effect, the fifth emergency special session was adjourned indefinitely.

Canadian Position

As a contributor to the United Nations Emergency Force and a current member of the Security Council, Canada was directly involved in the crisis from the first days of renewed tension. Before the outbreak of hostilities, Canada had urged the calling of the Security Council to deal with the threatening situation. On June 8, the day the United Arab Republic acceded to the Security Council cease-fire resolutions, the Prime Minister outlined in the House of Commons the elements which Canada considered necessary for lasting peace in the Middle East: the withdrawal of Israeli forces coupled with Arab recognition of Israel's right to exist in peace as a state, free and innocent passage in international waterways, a United Nations presence between the forces of Israel and the Arab states, and a just settlement of the Arab refugee problem. The Secretary of State for External Affairs elaborated on these points in his address to the General Assembly on June 23. He emphasized that Canada could not support a resolution which would only take us back to the situation which led to the

outbreak of war, and defined the elements essential to a peaceful and lasting settlement of the Middle East dispute : respect for the territorial integrity of the nations in the area, assurance of the rights of all nations to innocent passage through international waterways, a just solution of the refugee problem, and recognition of the international concern for the protection and preservation of the Holy Places in Jerusalem.

In explaining how Canada would vote on the various resolutions (on July 3), the Permanent Representative of Canada to the United Nations, George Ignatieff, reaffirmed that Canada could not support proposals for withdrawal which were not related to the other basic issues involved in securing an enduring settlement. Canada, therefore, voted against the drafts submitted by the U.S.S.R., Albania and Yugoslavia, and supported the Latin American draft resolution as the one closest to Canada's own interpretation of the situation.

In addition to participating in the debate, Mr. Martin conferred with many representatives, including Mr. Kosygin, outside the Assembly with a view to determining what common ground the members of the organization could find on which to base a settlement. Canada was particularly interested in immediate relief for the victims of the conflict, and co-sponsored the resolution for humanitarian assistance. Canada also increased substantially its voluntary assistance to the United Nations Relief and Works Agency and the International Red Cross.

In the light of its concern for the preservation of the special spiritual and religious interests of Jerusalem, Canada supported the Pakistani resolution on Jerusalem. During consideration of the second Pakistani resolution on Jerusalem in New York, Canada's representative, Paul Beaulieu, told the Assembly :

We recognize the efforts that Israel has made ... to meet international concern regarding Jerusalem and the Holy Places, but we do not believe that this should be the final word on this question, or that the international interest can be satisfied by measures of this kind. There is an obvious need for further international consultation and discussion of this question within the United Nations context, and we should hope that the Government of Israel would be prepared to explore further practical arrangements which may prevent the status of Jerusalem and the Holy Places from being a matter of continuing grievance and complaint.

Mr. Polyansky Visits Canada Again

THE second visit to Canada of His Excellency D. S. Polyansky, First Deputy Chairman of the Council of Ministers of the U.S.S.R., has particular significance when viewed in the broad perspective of the increasing development of Canadian-Soviet relations in many areas in recent years.

The first notable development was the large sale of Canadian wheat to the Soviet Union in 1963; this three-year agreement was followed by a further three-year agreement beginning August 1, 1966.

Student Exchanges

In 1963 also, the first three Canadian graduate students were enrolled in the University of Moscow under an exchange agreement negotiated with the University of Toronto, and one went from the University of British Columbia under the auspices of the World University Service. As provided for in the exchange, an equal number of Soviet students come to Canadian universities. The University of



Diplomatic conversation in Ottawa: Left to right — the Honourable Paul Martin, Secretary of State for External Affairs; the Prime Minister, the Right Honourable L. B. Pearson; Mr. A. D. Shveitser, the interpreter; First Deputy Chairman D. S. Polyansky; His Excellency I. F. Shpedko, Ambassador of the U.S.S.R. to Canada.

Toronto exchange has continued since then on an annual basis; World University Service exchanges now include McGill University, as well as the University of British Columbia; and the University of Alberta is operating an exchange with the University of Kiev. There have also been exchanges of visits by professors from various institutions.

In 1964, the Canadian Press assigned a resident correspondent to Moscow, who was followed shortly afterwards by resident correspondents for the Canadian Broadcasting Corporation and the Toronto *Telegram*. These were the first newsmen from Canadian national media to be based in Moscow, although Soviet correspondents had been stationed in Canada for a number of years.

Exchanges of artistic and sports groups between Canada and the U.S.S.R. have continued, and there has been a steady increase in the number of exchanges of scientific, technological and educational delegations. The number of people immigrating to Canada from the U.S.S.R. to join their families already here, though still small, has grown significantly and individual Canadian tourism to the U.S.S.R. has also shown a steady increase. The Soviet Union is the largest foreign participant in Expo 67 and the events associated with it.

Ministerial Exchanges

At the governmental level, the Canadian Ministers of Agriculture, Northern Affairs, Trade and Commerce, National Health and Welfare, Industry and Fisheries, and the President of the Privy Council, have visited the U.S.S.R. since 1963. The Secretary of State for External Affairs travelled to Moscow, Kiev and Leningrad in November 1966 at the invitation of Mr. Gromyko. An all-party delegation of Canadian Parliamentarians, led by the Speaker of the House of Commons, went to the U.S.S.R. in 1965 and a delegation of the Supreme Soviet of the U.S.S.R., headed by Mr. Polyansky, visited Canada in the summer of 1966.

In communications, direct telegraphic and telex services have been in operation since 1964 between the two countries. The Baltic Steamship Line of the U.S.S.R. operates regular passenger shipping service between Leningrad and Montreal, and Soviet cargo ships have begun to use the St. Lawrence Seaway fairly frequently. An air agreement providing for direct Montreal-Moscow air service by Air Canada and the Soviet airline Aeroflot came into effect last November.

Consular Exchanges

The Soviet Consulate General in Montreal, which has been functioning since April of this year, has consular jurisdiction within the Province of Quebec; it also handles commercial matters within its area of jurisdiction. A comparable Canadian Consulate will, in due course, be established in the Soviet Union in a city to be decided on at the time of establishment.

On July 14, 1967, an exchange of notes on consular matters was signed between Canada and the U.S.S.R.; the agreement is designed primarily to

protect citizens of each country visiting the other from any difficulties which may arise from differing citizenship laws of the two countries.

The centennial of Canadian Confederation, the fiftieth anniversary of the founding of the Soviet Union and the twenty-fifth anniversary of the establishment of diplomatic relations between the two countries all coincide to make 1967 a noteworthy year for Canada-Soviet relations. In this context, the state visit of Mr. Polyansky as representative of Chairman Podgorny was welcomed by both countries as a landmark in the progress that had been made in Canada-Soviet relations over the past several years.

Biography

Mr. Polyansky was born in the Donbas Region of the Eastern Ukraine. A graduate of the Kharkov Agricultural Institute, he has considerable interest and experience in this area. After occupying a number of agricultural and administrative posts, he was appointed Chairman of the Council of Ministers of the Russian Soviet Federated Socialist Republics in 1958. In 1962 he was made a Deputy Chairman of the U.S.S.R. Council of Ministers, and in 1965 he became one of the two First Deputy Chairmen.

Before his visit this year, Mr. Polyansky was already well known in Canada as an interested and well-informed observer of this country. He previously came to Canada as head of a Soviet parliamentary delegation from June 26 to July 5, 1966. After the delegation's departure, Mr. Polyansky remained for a further week visiting agricultural areas of Western Canada. At that time, his keen interest in all that he saw, his enthusiasm and his lively sense of humour made him most popular with his hosts and with the Canadian public.

The Prime Minister, in his welcoming address on Parliament Hill on the afternoon of August 13, greeted Mr. Polyansky "not only as the distinguished representative of a great neighbour but one whom we already know and respect as a good friend of Canada and a keen student of our life". "Our political philosophies," said Mr. Pearson, "are widely separated; yet this should not, and will not, constitute an insurmountable barrier to co-operation and understanding between us." Mr. Pearson then spoke of the Soviet contribution to Expo 67 and expressed the hope that Mr. Polyansky's visit would be "a useful and happy step in the development of the understanding between our two peoples".

Visitor's Message

Mr. Polyansky's reply stressed the increasing co-operation between the two countries and the hope that relations would continue to expand through mutual co-operation and friendship. He congratulated Canada on the centennial of its Confederation and conveyed to Canadians "our sincere feelings of friendship and our desire to live in peace with all countries and to promote our relations with them on the basis of mutual respect".

That evening, the Soviet party were the guests of the Prime Minister at a

state dinner. The theme of the informal addresses following the dinner, by both Mr. Pearson and Mr. Polyansky, was the search for the means of establishing a durable peace in troubled areas of the world.

In a statement the following day, Mr. Polyansky referred to the intensive talks on political matters he had held that morning with the Prime Minister and the Secretary of State for External Affairs, repeating his satisfaction at the beneficial contacts developing at an increasing rate between Canada and the U.S.S.R., and underlining the usefulness of this opportunity for an exchange of views which, despite differing points of view on a number of international matters, could not but advance understanding and facilitate the quest for ways of settling international problems.

Following an official luncheon given by the Governor General, the Soviet party proceeded to Montreal, where they were guests of the Premier of Quebec and the Mayor of Montreal at a dinner in their honour. The following day, August 15, was the national day of the Soviet Union at Expo. In a speech in honour of that occasion at the Place des Nations, Mr. Polyansky referred to the theme of Expo 67 — "Man and his World" — as it related to human progress and to world peace and co-operation, which, Mr. Polyansky emphasized, "is exemplified by the present World's Fair in Montreal".

After an extensive tour of the Expo grounds and pavilions, Mr. Polyansky and his party returned to Moscow on August 17.

United Nations Economic and Social Council

FORTY-THIRD SESSION, GENEVA

THE forty-third session of the United Nations Economic and Social Council took place in Geneva from July 11 to August 4, 1967. The Canadian delegation was led by Mr. Marvin Gelber of Toronto. The alternate Canadian representatives were Mr. Jean-Louis Delisle, Permanent Representative of Canada to the United Nations Office at Geneva, and Mr. J. O. Parry, Counsellor at the Canadian Embassy in Vienna.

Role of the Economic and Social Council

The three major roles of the Council are:

- (a) To act as the governing body for the United Nations work programme in the economic, social and human rights fields;
- (b) to ensure the co-ordination of the activities of the entire United Nations system of organizations in these same fields;
- (c) to provide a forum for the discussion of broad issues of international economic and social policy.

The Council is well on its way to fulfilling the first of these roles. Building on what has already been accomplished and making full use of its new Committee for Programme and Co-ordination, the Council should soon be able to act effectively as a governing body for the economic and social activities of the United Nations itself (as opposed to the Specialized Agencies and the International Atomic Energy Agency), which now absorb 60 per cent of the regular budget.

When one turns to the second major function of the Council, one finds that there has been, particularly in the last two years, real progress in handling the sort of co-ordination questions (e.g. human resources) that come before the Council's sessional Co-ordination Committee. As usual, the crux came in the discussion of economic development questions. In attempting to draw together the economic work of the United Nations group of organizations, the Council remains a relatively weak and ineffectual co-ordinating body.

General Debate

This year's general debate was something of a disappointment, in part owing to the disruptive effect of repeated Soviet attempts to introduce an item or resolution intended to fix Israel with responsibility for the economic damage caused to the Arab states by the recent conflict in the Middle East.

Nevertheless, some positive aspects should be noted. The debate was opened by a statement from Secretary-General U Thant, which was delivered by Philippe de Seynes, Under-Secretary for Economic and Social Affairs. U Thant noted that the one common factor, as regards the peace-making and the peace-building

functions of the United Nations, was "the need for patience and perseverance". The development problem did not lend itself to quick solutions and it was necessary to make persistent efforts for a very long period to overcome the obstacles left by centuries of economic backwardness. Nevertheless, he felt that, with vision and action, it should be possible, before the end of the present decade, "to give impetus to the forces seeking a stronger and more diversified economy".

The Secretary-General went on to review the progress of the UN and its family of agencies in dealing with major economic and social problems: the inadequate flow of financial resources to the developing countries; the need to expand world trade for the benefit of the developing countries and complete the work begun at the Kennedy Round; the role of multilateral food aid; and the importance of planning for the next Development Decade. Concerning the population problem, the Secretary-General announced his intention of establishing a voluntary trust fund to help finance training centres, as well as pilot experiments, designed to assist countries in establishing or expanding their own programmes in this field.

Middle East Problem

Early in the session, the representative of the Soviet Union proposed a new agenda item entitled "Responsibility of Israel for the economic damage caused to Arab and other peace-loving states by its aggression against the U.A.R., Syria and Jordan". The debate on this question pervaded the atmosphere of the whole session and seriously impeded the work of the Council. Most members of the Council, including Canada, were opposed to the Soviet item because it was essentially political in character and dealt with questions, such as aggression, occupation and reparation, which were the proper business of the Security Council and the General Assembly, and had been debated at length in New York.

Having failed to secure inscription of a new item, the Soviet delegation then attempted to table a resolution on this subject under the agenda item dealing with international economic and social policy. This attempt also failed. In the process, however, an inordinate amount of the Council's time was taken up by speeches which were largely a repetition of the debates on the Middle East crisis in the Security Council and the General Assembly.

Economic Questions

The discussions in plenary and in the Council's Economic Committee reflected continued concern about the level of international development assistance. Many speakers noted that the rate of increase in foreign assistance had failed in recent years to keep pace with the growth in the national incomes of the developed countries, that in many instances the terms of aid remained too hard and that the developing countries were faced with mounting debt-service obligations. At the same time, it was generally recognized that financial assistance to the developing countries was only one aspect of the problem.

In addressing the Council on July 13, the Canadian representative, Mr.

Marvin Gelber, drew attention to some of the other problems which must be overcome if development efforts are to succeed:

"External assistance — even on a generous scale and easy terms — can never be more than a supplementary factor in the overall progress of development. If the developing countries are to achieve self-sustaining growth, their trading opportunities and export capacity must be significantly widened. Here, too, the developed countries have an obligation to do what is in their power to lay the foundations of an expanded international market which provides scope for the developing countries to compete for benefits which will buttress their growth.

"But over and above enlightened aid and expanded trade, there is a third ingredient in the process of economic development which is fundamental to the entire effort. Development must be a national commitment, probably stemming in the first instance from the unreserved commitment of the central government, but also involving the support and understanding of regional and local authorities and of the people at large. It must, in short, be indigenous.

"Let us now look at some of the obstacles to growth which must be tackled at the national level. One obvious obstacle can be the lack of education, technology and experience adapted to development needs. I would stress those last words . . . because I think there is a temptation to assume that the technology of the industrialized world is of universal application, despite the dissimilar conditions in which it may be expected to operate. Another obvious impediment to growth is the inadequate allocation of resources to agricultural development. Perhaps the most serious limitation on improved human welfare today is imposed by the fact that agricultural production has not risen as much as expected or needed. When coupled with rapid population growth, the comparative neglect of agricultural productivity confronts us with the stark possibility of malnutrition and famine on an unprecedented scale.

"These questions raise the need for decisions which each nation must make for itself. Foreign assistance and improved trading opportunities must, therefore, go hand in hand with national determination and popular support for sound development policies. In saying this, I must emphasize what seems to my Government to be an equally binding corollary. There must be full recognition on the part of the developed countries of the harsh choices that developing countries must make. The sort of decisions I have spoken of are difficult enough for countries whose economies are well developed; they are much more difficult for those whose economies are not."

Multilateral Food Aid

For its discussion of this question the Council had before it a progress report by the Secretary-General (a comprehensive study of multilateral food aid is to be presented to ECOSOC next year). The interim report dealt with the nature of the food problem, the emerging food deficits in certain developing countries, and the kind of institutional arrangements that might have to be made for a

large-scale multilateral food aid programme. The debate revealed general agreement on the need for both short-term and long-term assistance by the international community. It was recognized that the problem is one which must be faced and solved by the food-deficit countries themselves, that food aid can only be a palliative, and that for a lasting solution it must be associated with a long-term programme aimed at raising the level of productivity through the adoption of modern agricultural techniques. No formal proposals were advanced regarding the scope and objectives of a new multilateral food aid programme. Pending the outcome of the discussions in Rome on the details of the food-aid agreements reached under the Kennedy Round, and the comprehensive report to be prepared for the forty-fifth session of ECOSOC, the Council simply agreed to take note of the progress report submitted by the Secretary-General.

Two resolutions were adopted on the World Food Programme (WFP). The first recommends to the General Assembly a target of \$200 million for voluntary contributions to the World Food Programme in 1969 and 1970, and urges states to make every effort to ensure the full attainment of this target figure. The second resolution recommends that a greater share of the resources of the WFP should be made available to the FAO to meet emergency food needs.

Increasing Production and Use of Edible Protein

Under this item, the Council considered a report by the Advisory Committee on Science and Technology stressing the need for the increased production and use of edible protein to help solve the problem of protein-calorie deficiencies — one which is particularly acute in many developing countries. It adopted unanimously a resolution co-sponsored by Canada which welcomes the ACAST report, considers that priority should be given to certain specific proposals designed to promote the production and use of protein food in developing countries, and asks the Secretary-General to prepare a report on measures which could be taken with a view to a possible reallocation of UN resources directed towards closing the protein gap.

In other resolutions on economic questions, the Council expressed the hope that substantial progress would be achieved before the second session of the UN Conference on Trade and Development in New Delhi in 1968 in the implementation of the recommendations of the first UNCTAD session, and took note of the reports of the Governing Council of the UN Development Programme. It also endorsed the 1968 regular programme of UN technical co-operation.

Several resolutions were adopted in the light of the work of the UN Committee on Development Planning. The future work programme of this new UN planning committee was approved, it was asked to continue preparatory work on guide-lines and proposals for the next Development Decade, and the Secretary-General was requested to continue planning for concerted international action for the second Development Decade.

In the case of the UN Industrial Development Organization, the debate

on this item placed heavy emphasis on the need for UNIDO to be an "action-oriented" agency which would be responsive to the needs of the developing countries, and also focused on preparations for the proposed International Symposium on Industrial Development scheduled to be held in Athens in November of this year. The Executive Director of UNIDO was asked to report to the General Assembly on the stage reached in preparing for the Symposium and the Council recommended that the Assembly take up this question very early at its twenty-second session.

Co-ordination Questions

The work of the Co-ordination Committee was marked by the successful consolidation of the steps taken during the past few years to rationalize and improve this aspect of the work of the Economic and Social Council. Many of these steps were initiated by Canada. Last year the Council reorganized its calendar of meetings to provide a spring session devoted to the work programme of the United Nations in the economic, social and human rights spheres, and a summer session at which it would consider co-ordination matters and broad policy questions. In practice this division has worked out well, and has been particularly helpful in focusing attention on questions which are of interest to the Specialized Agencies and the IAEA, as well as the United Nations itself. As a result the Co-ordination Committee of the Council has a new confidence and sense of direction.

Development of Human Resources

As a result of decisions taken at the forty-third session of the Council, the prospects for effective co-operation in a proposed human-resources programme to be undertaken as a concerted effort on the part of the UN family of organizations appear to be bright. In a unanimous resolution on this subject, the Council asks all the UN bodies concerned to make a detailed examination of the proposals set out in a report submitted by the Secretary-General, with a view to submitting specific recommendations on the action to be taken and the priorities to be established amongst the various proposals for a human resources programme. In doing so, the Council underlined its view that human resources must be promoted hand in hand with the acceleration of economic development in the developing countries.

UN Economic and Social Work Programme

By far the largest share of UN financial resources is now allocated for work on the many programmes and projects encompassed within the fields of economic and social development. To review these various work programmes, ECOSOC has established a Committee for Programme and Co-ordination, of which Canada is a member. In time the work of this Committee should help to contribute to the need for an eventual reconciliation between programme requirements and

budgetary resources, so far as the expanding activities of the UN in the economic and social field are concerned. At its forty-third session the Council adopted a resolution prepared by Canada which consolidates the useful work done this year by the Committee for Programme and Co-ordination and represents another step forward in the direction of an integrated programme and budget. Among other things, the resolution endorses the view, also expressed by the General Assembly's Advisory Committee on Administrative and Budgetary Questions (ACABQ), that the UN programme and budget cannot be considered in isolation — programmes should be formulated with reference to available resources and the budget should be prepared in the light of a full consideration of the programmes to be financed.

In other action the Council adopted a resolution noting with satisfaction the progress being made by the UN Institute for Training and Research (UNITAR), and endorsed the activities of UNICEF, at the same time urging governments and private groups to consider "as a matter of urgency" increasing their contributions to UNICEF so that the Fund's income goal of \$50 million would be reached by the end of 1969. The report of the UN High Commissioner for Refugees was discussed and appreciation expressed for the work which the UN was doing to assist and resettle refugees in many parts of the world. In another resolution the Council urged all organizations within the UN system to make every effort to develop and render more effective their programmes in the field of population, including training, research, information and advisory services.

Other resolutions adopted by the Council stressed the need for governments to ensure that positions taken by their national delegations were co-ordinated at meetings of different UN organizations (i.e. co-ordination at the national level), and dealt with the role and responsibilities of the UNDP resident representatives. Finally, to assist in carrying out the recommendations of the Ad Hoc Committee of Experts, which was created several years ago to examine the finances of the UN and the Specialized Agencies, the Council asked all its subsidiary bodies to review their methods of work and calendar of conferences with a view to reducing their total meeting time and the volume of documentation requested for such meetings. The subsidiary bodies were also asked to draw up long-range programmes of work containing clear indications of priority among the various projects they were carrying out.

Canadian Teachers Serving Abroad

TWO HUNDRED Canadian schoolteachers and ten university professors have been sent abroad this autumn by the Canadian Government to take part in technical-assistance programmes in developing countries. They joined some 400 teachers already on assignment to 32 nations. Before leaving Canada, the teachers, with their wives and children, attended intensive briefing sessions, held for the first time in Ottawa. Foreign and Canadian specialists and teachers previously posted abroad gave instruction on teaching techniques, development problems and cultural anthropology.

Education facilities are still limited in many of the developing countries, and Canada is helping to equip, develop and create new institutions of learning. The number of projects in the sphere of education that Canada now has under way includes: supplies for laboratories and vocational equipment to 53 schools and a teacher-training college in Malaysia; the setting up of the faculties of engineering and agriculture at the University of the North East, Thailand, and the training of its staff members in Canada; help for an adult literacy programme



The Honourable Paul Martin, Secretary of State for External Affairs (left) chats with teachers who are about to leave Canada for teaching assignments in under-developed countries.

of the East African Literature Bureau; and equipment for the technical college of Dar-es-Salaam. Forty rural schools prefabricated in Canada have been shipped to Jamaica, and two others are under construction in Antigua.

Important results are obtained by linking technical assistance with such capital assistance as construction, equipment or engineering services, thereby integrating the whole programme. Such projects include the University of the West Indies, the New Amsterdam Vocational Institute in Guyana, and the Trades Training Centre in Accra, Ghana. In Thailand, Canada has supplied a \$1-million development loan for the purchase of equipment for 20 schools and has given a \$500,000 grant for the training of teachers and administrators at the University of Alberta.

The International Symposium on Industrial Development

THE first global conference on industrialization of the less-developed countries will be convened under the auspices of the United Nations Industrial Development Organization (UNIDO) in Athens on November 28, 1967. This, the first International Symposium on Industrial Development, was authorized by the twentieth session of the United Nations General Assembly in 1965. It is hoped that the Symposium, "by fostering a lasting and genuine partnership between the richer and poorer nations of the world, will strive to pave the way for a programme of international action through world co-operation and the understanding of industrial issues on a universal basis".

The Symposium will bring together representatives from member countries of the United Nations system, including the Specialized Agencies and interested non-governmental organizations. Participants will discuss a wide range of topics affecting the establishment and growth of manufacturing industries in the developing countries. Four major items are included on the provisional agenda: (1) A general survey of world industry, with special reference to developing countries; (2) the situation, problems and prospects of main industrial sectors; (3) policies and measures in developing countries; and (4) international aspects of industrial development. Under Item (2), a review of key industries will be undertaken by one or more committees of the Symposium. This review will encompass an effort to appraise the potential growth of key industries in the developing regions. The tentative list of industrial sectors to be reviewed includes iron and steel, non-ferrous metals, engineering products, fertilizer industries, basic chemicals and petrochemicals, the construction industry, building materials, wood-based industries, food products and textile industries. The characteristics of demand, trends in production and international and intraregional trade, and capital requirements will be covered in this sectoral review.

Preparatory Measures

As a preparatory step to this global conference, four regional symposia have already been held by the Economic Commission for Asia and the Far East in Manila, the Economic Commission for Africa in Cairo, the Economic Commission for Latin America in Santiago and the Arab countries in Kuwait. Reports on these symposia have been published by the United Nations and their findings will be discussed at the Athens conference. Numerous technical, factual, and policy papers for prior distribution are also being prepared by many individual countries and various international agencies such as the International Labour Organization, the International Bank for Reconstruction and Development, the Food and Agriculture Organization, the United Nations Educational, Scientific and

Cultural Organization and the United Nations Industrial Development Organization itself.

The meeting in Athens will be concerned with a subject that has captured increasing attention in the UN in recent years and one that the developing world hopes will become a major field of endeavour by the international community in the future. The UNIDO Secretariat is hopeful that the Symposium will provide an opportunity to reach conclusions concerning the national, regional and international action required to accelerate the industrialization process of the developing countries.

Industrial Promotion Service

UNIDO will also provide an industrial promotion service at the Athens Symposium which will be available to official delegates and also to special guests (including representatives of industry) who may be invited by governments on behalf of the Executive Director of UNIDO. This service includes a central office, where participants may indicate their location in Athens and their interests and capabilities. It will aid representatives from developing countries by helping them locate possible sources of technical, managerial, financial or other support for specific industrial projects; it will also serve representatives from developed countries by helping them to locate, in their fields of special interest, promising proposals for new or expanding industrial projects in the developing countries. By these means, representatives of both developed and developing countries, and experts from multilateral agencies, will have the opportunity to examine the feasibility of specific industrial projects, and their technical and financial requirements.

The United Nations Industrial Development Organization, which is the convener of the Symposium, was established by the United Nations at the twentieth session of the General Assembly in December 1965 to co-ordinate all UN activities aimed at the industrialization of the developing countries. UNIDO has absorbed the Centre for Industrial Development, which formerly operated in this field. Included in its work will be the adaptation of advanced technology to local conditions, the building of effective national organizations to administer industrial services and the preparation of industrial development programmes and projects. UNIDO came into existence on January 1, 1967, as an autonomous body of the UN with a legal status similar to that of UNCTAD (unlike UNCTAD, however, its statutes make express provision for operational activities). Financing of its administrative and research functions is provided from the UN's regular budget. The operational programmes of the Organization are financed by the UN Development Programme (UNDP) and by special voluntary contributions.

The governing body of UNIDO is a 45-member Industrial Development Board, which was elected by the General Assembly in December 1966. Canada was elected for three years and intends, through its service on the Board, to

contribute to the growth of an effective UN organization in the industrial development field.

The first meeting of the Industrial Development Board was held in April 1967 at its temporary headquarters in New York. The Secretariat is now in the process of moving to its permanent headquarters in Vienna. Day-to-day operations of the new Organization are handled by UNIDO's Secretariat, under I. H. Abdel-Rahman, the first Executive Director. As a newly-established organization, it is anticipated that opportunities for those interested in serving the UN in the industrial development field with UNIDO will be open during 1967. The major task of the new agency during 1967 will be the organization of the International Symposium on Industrial Development. Those interested in obtaining further information on the Symposium may obtain a copy of *International Symposium on Industrial Development*, a booklet published by the UN, by writing to the United Nations Division of the Department of External Affairs, Ottawa.

Diplomatic Dress

IF THE nature of diplomatic uniforms may seem to deserve little more than a footnote in history, it has nevertheless been a subject of continuing worry to envoys and to chancelleries over the years and has spilt more classified ink than even most foreign services realize. Conservative nations which cherish venerable protocol traditions still dress their representatives with sartorial splendour and request similar display by resident envoys at various court or formal state occasions. Many of the emerging nations of the world consider formal diplomatic dress evidence of their acceptance in the community of nations. At a recent presidential inauguration in Latin America, only the United States, Swiss and Canadian ambassadors lacked distinctive finery among the world-wide diplomatic representation.

Pride in the democratic tradition and scorn of old-world pomp early led foreign representatives of the United States to protest what they called "popinjay protocol". In 1854, Secretary Marcy of the State Department issued a circular to his ministers in Europe directing them to appear at the courts to which they were accredited "in the simple dress of an American citizen". Marcy, whose intercourse with the world abroad had not been extensive, did not foresee the distaste with which the Court of St. James would greet such an edict, and the predicament in which he had placed his own emissary to England, James Buchanan. After reflection, Buchanan wrote Marcy:

The spirit of your circular, as well as my own sense of propriety, brought me to this conclusion. I did not deem it becoming in me, as the representative of a Republic, to imitate a Court costume, which may be altogether proper in the representatives of royalty. A Minister of the United States should, in my opinion, wear something more in character with our democratic institutions than a coat covered with embroidery and gold lace. Besides, after all, this would prove to be but a feeble attempt "to ape foreign fashions"; because, most fortunately, he could not wear the orders and stars which ornament the coats of other diplomatists, nor could he, except on rare occasions, afford the diamonds, unless hired for the occasion.⁽¹⁾

An Acceptable Compromise

Buchanan managed an acceptable compromise: . . .

a black coat, white waistcoat and cravat and black pantaloons and dress boots with the addition of a very plain black-handled and black-hilted dress sword. This to . . . distinguish me from the upper Court servants.

Although hardly the outfit of a "simple American citizen", it served to mollify the Queen and an American coup in the world of court fashion had been achieved. It was over 70 years later that a former American general angrily protested that his appointment to the Court of St. James did not require him to wear the customary knee-breeches, which court protocol prescribed but which he considered effeminate.

(1) Wilson, Beckles. *America's Ambassadors to England, 1785-1929*. (New York, 1929, Pp. 283-84.)

Upon Canada's emergence into the world of diplomacy through direct representation abroad, the Department of External Affairs found itself faced with a costume problem and for some 20 years it struggled to formulate a policy on uniforms which could provide an amicable solution. In the main, it was a fundamentalist debate between the exponents of traditional British formality in such matters and the heretical nonconformist approach of the denizens of an emerging New World nation.

Canada Faces the Problem

The Canadian problem first arose with the establishment of a diplomatic mission in Washington 40 years ago. At first, in the absence of any other policy, the British custom of donning special diplomatic dress on appropriate state occasions was followed. Thus, when Mr. Vincent Massey presented his credentials to President Coolidge, he was garbed in a "second-class" civil uniform which had been purchased in London and which he was personally entitled to wear as a member of His Majesty's Privy Council for Canada.

The beginning of a discussion which was to surround the subject for years came in 1929, when Mr. E. J. Garland asked in the House of Commons what type of regalia the Canadian diplomat was expected to wear. Prime Minister King replied:

Wherever we have Legations and there are also British Legations or Embassies there, I think it is probable that our Ministers will wear uniforms similar to those worn by members of the British diplomatic corps.

On being informed of the question posed in the House, Mr. Massey wrote to the Under-Secretary of State for External Affairs as follows:

There are 51 nations, republics as well as monarchies, represented at Washington by diplomatic missions. The heads of more than half of these habitually wear uniform on appropriate occasions. In the Note sent by the Secretary of State inviting diplomats to the Inauguration, the following paragraph appears: "Chiefs of Mission are expected to attend the ceremonies at the Capitol in uniform".

It was clear that the State Department desired a formality of regalia in Washington which it had earlier forbidden its diplomatic representative abroad. The choice of formal uniforms for early Canadian ministers similar to those adopted by the British Foreign Service was based on several weighty considerations. It seemed desirable at the time to uphold abroad the bond of Commonwealth unity and this could be visibly manifested by a common style of uniform. Practically speaking, such uniforms were available only from military and diplomatic outfitters in London, who naturally confined themselves to British designs. Furthermore, it was soon realized that in the Commonwealth all such ceremonial uniforms were not prescribed by governments but by the Crown. They were, in fact, "royal" uniforms, and their styles were laid down in regulations issued by the Lord Chamberlain on instructions from the King, and were made applicable to all His Majesty's dominions. What was worn by British officials was also to be worn by Canadians holding the King's commission.

Diplomatic Uniform Opposed

The idea of a diplomatic uniform, however, was not without its detractors, perhaps the most prominent being Dr. O. D. Skelton, the long-term Under-Secretary of State for External Affairs. His assistant, Miss Marjorie McKenzie, reflected her respected chief's views in the following note:

The prime duty of a diplomat is to be representative of his country and its people. While there has in recent decades been a great increase in the petty bourgeois population, the people of Canada are still predominantly farmers, with a good deal of the pioneer mentality. This mentality prefers the plain to the ornate. At the sight of expensive finery it is likely to be moved not so much to awe as to derision. It respects a man for what he is rather than for what he wears.

The wearing of a civil uniform is natural in the representation of a different type of community from ours—a community in which court life plays a dominant part. It is, generally speaking, unsuitable and misleading in the representation of a community where the pioneer strain is still powerful. Canadians are as proud of their traditions and have at least as much reason to be proud of them as any other nationality. A Canadian representative abroad should seek to represent in the eyes of foreigners the typical outlook and way of living of Canadians.

Dr. Skelton's views did not go unopposed. Successive Prime Ministers differed in their attitudes toward the adornment of our envoys. Mr. King never committed himself, although he did permit reimbursement to Canadian diplomats of the cost of their uniforms up to a sum of \$250. It was not only heads of diplomatic posts who sported such finery. After some policy reservations, the senior secretaries of the Tokyo Legation were authorized to possess themselves of a form of diplomatic raiment, as were Jean Désy, Counsellor of the Canadian Legation in Paris, and several secretaries in the Washington Legation. These uniforms, it should be noted, were obtained secondhand in London, except for that of Sir Herbert Marler, which reputedly cost him over \$1,000.

Dress Policy Reviewed

As the Second World War increased in intensity and more Canadian diplomatic postings occurred, a reassessment of the policy regarding formal dress was made. At a time of rationing and a strained economy, the purchase of \$250 uniforms for an expanding diplomatic service seemed particularly prodigal. On January 31, 1940, the Canadian High Commissioner in Canberra, Mr. C. J. Burchell, wrote to Ottawa:

I have the honour to enquire whether it is your desire that I and my official Secretary should wear uniforms at important state functions.... In this connection, I have to inform you that the High Commissioner for the United Kingdom and his official Secretary do wear uniforms at such functions as the Opening of Parliament. But he added: "My personal preference is against the wearing of uniform." Dr. Skelton replied that a uniform would not be necessary in Canberra and that he intended to have the entire problem reviewed.

By 1944, a mood seemed to prevail in the Department which was opposed to the principle of wearing diplomatic dress, although such sentiment had found little formal expression. A sub-committee on administrative procedure reported informally that, "while everyone seemed to agree that uniforms should be

abolished, no formal recommendation was made". Mr. W. D. Matthews, Mr. Hume Wrong and other influential members of the Department in Ottawa favoured the banning of formal finery.

A Traditionalist Speaks

The assault on high adornment, however, did not go unopposed by certain ambassadors in the field. Mr. Warwick Chipman, the Ambassador to Chile, put up a vigorous defence of the use of the civil uniform:

Uniforms of one kind or another, like the poor, are always with us. In childhood one puts on different uniforms for every sport. I have spent my life as a lawyer doing my work in a uniform before uniformed courts. The same applies to the Church and, of course, to our Universities. None of us gets a degree without wearing a uniform on the appropriate occasion. The very young men who will have to be looked to as recruits for our diplomatic and consular services will have just shed a uniform. There can be no doubt that in the University, in the Church, and at the Bar, uniforms have made for dignity, decency and decorum . . . It is hard to see why something that human nature has always regarded as valuable in other walks of life, from the lightest to the most serious, should come under adverse criticism only in the case of diplomatic representatives. It is interesting to note that the country from which the objection mostly comes is a country which is always inventing uniforms for unofficial bodies, as witness such bodies as the Shriners.

In any event, the question will always be, not as between a uniform, but as between an appropriate and an inappropriate uniform. The evening dress that has to be worn by the United States diplomat on certain state occasions is a uniform. I know from conversations with several who have had to wear it in broad daylight that they certainly do not consider it a fitting uniform. Nor, it may be added, is there anything particularly democratic about it. It is, in my opinion, an atrocity.

The mouthpiece for general Ottawa opinion was very naturally the Chief of Protocol, Mr. Howard Measures, and he replied to Chipman as follows:

The wearing of uniform by diplomats is regarded by some as a luxury and a relic of Old World and pre-war diplomacy which Canada, in its present and future role as a young and energetic nation of the New World, can very well do without, and it is said that in the post-war days, when our diplomatic and consular service will have to be considerably expanded by the addition to our strength of men who will have served Canada so recently on the battlefields of the world, there will not be time, inclination, or even the funds, for ornamental accessories.

By the time that new faces began to appear in the Department after the war, the subject was becoming merely academic, as Measures had forecast. After further discussion in committee, it was unanimously agreed that the practice of wearing diplomatic uniforms should be abolished. No formal order to the effect was ever issued but, with the consignment of splendid frippery to mothballs and the gradual retirement of senior envoys, the practice died away.

The adoption of morning-coat or white tie and tails for most formal diplomatic occasions meant a gain in ease and budget. But for some members of the Canadian foreign service, the demise of the gold-braided court dress, with its sword and plumed headpiece, meant the irksome sacrifice of sartorial splendour upon the altar of democratic uniformity. *Legatus ex modo plebeio resartus!*

The Foreign Service Officer's First Year

ALTHOUGH there is considerable information available to the public on how to become a Foreign Service Officer (FSO),⁽¹⁾ there is little written about what happens to the new officers on joining the Department of External Affairs and how they are prepared to assume positions of responsibility in Canadian posts abroad. The experience gained by new FSOs during their first year will vary greatly from one individual to another, but all officers will agree that this period has special significance. In the transition from idea to reality, the new FSOs are exposed to the day-to-day operations of a world-wide organization. This first year gives the new officers an opportunity to evaluate the contribution they are able to make and determine the personal satisfaction they may gain from a career that promises constant change and challenge. This probationary year also gives the Department time to assess their capability and suitability for a career in the Diplomatic Corps.

Training Programme

Quality of personnel is of the utmost importance and special emphasis is given to the training of career officers who will be capable of representing Canadian interests abroad. The Department considers that approximately five years are required for an FSO to pass through the basic training cycle, which includes service both in Ottawa and abroad. During the first year, the FSO completes a major portion of the first phase of this cycle.

In the days before the Glassco Report, when the total number of FSOs taken into the Department was from 10 to 15 a year, "on-the-job" training was the primary means of preparing new recruits for their first posting. The Glassco Report and the report prepared by the Urwich-Currie Management Consultants urged the Department to establish a programme that would place the training of FSOs on a systematic basis. Since it was recognized that Departmental requirements would greatly increase the annual intake of FSOs, the Department prepared to implement this recommendation.

The Training Section, which was set up as a result of the two reports, analyzed the needs of the Department and decided that "on-the-job" training should be further supplemented by special training programmes. Pre-posting training now consists of a short induction course, language training in one or the other of Canada's two official languages, a tour of Canada, interdepartmental lectures, and "on-the-job" training in two or more divisions. The duration of the training programme in Ottawa has been extended from one year to about two.

(1) See the article entitled "Recruitment of University Graduates", *External Affairs*, August 1966, Pp. 344-9.

Language-Training School

Because few Canadians are fortunate enough to have developed complete fluency in both languages, an important part of every public servant's development is training in the Canadian language that is not his mother tongue. For the FSO, who will spend much of his lifetime abroad, language training is of great significance and is given high priority by the Department.

All language training in the Canadian languages is the responsibility of the Public Service Commission. On arrival in the Department most new FSOs are assigned on a full-time basis to a language school for three months. After assessment of ability, each is placed in a class of approximately ten students instructed by two professors at the basic, intermediate or advanced level. A variety of methods is used, but all employ an audio-visual, partial-immersion approach emphasizing active student participation. Those enrolled in the courses have been almost unanimously impressed by the enthusiasm of the instructors and have found the training to be most successful.

United Nations

For some 15 new FSOs an early opportunity of seeing and working at a foreign mission comes in the autumn with an assignment to the Canadian Permanent Mission to the United Nations in New York. Each is assigned as junior adviser to one of the seven regular committees of the General Assembly or as assistant to the senior members of the Canadian Delegation. His or her duties include taking notes at committee meetings, informing Ottawa by telegram of significant developments, and writing reports concerning the direction of debate. Arrangements are made for the new FSOs who are not assigned to the UN Delegation to participate in brief familiarization tours. In groups of eight or nine, they visit the Canadian Permanent Mission and attend sessions of the United Nations General Assembly. New officers agree that the assignment or the familiarization tour provides an exciting insight into the workings of one of Canada's most important missions.

Lecture Series

In early spring, the new FSOs attend a series of lectures which are collectively referred to as "the University of the East Block". Included in the series is a three-day programme, sponsored by the Information Division, designed to give each FSO an idea of the nature of information work abroad and the sources from which a mission's information officer may draw support. This involves visits to the Canadian Broadcasting Corporation's International Service and the National Film Board in Montreal and to the Canadian Government Travel Bureau and the Canadian Government Exhibition Commission in Ottawa. The accompanying lectures outline how each organization serves the interests of Canadian information work abroad.

In addition, a series of lectures is given by heads of divisions within the



As part of an extensive introduction to the work of the Department of External Affairs, six probationary officers meet the Honourable Paul Martin, Secretary of State for External Affairs, in his office in the Centre Block of the Parliament Buildings in Ottawa.

Department of External Affairs and by senior officials in other departments that perform functions in some way related to those carried out by External Affairs. While the Departmental lectures are designed to give the new officers an understanding of each division's area of responsibility and specific interests, the interdepartmental lecture series presents a composite view of the role of the Canadian Government, with special emphasis on Canadian interests abroad.

Cross-Canada Tour

For a number of years it has been thought that officers of the Foreign Service would benefit from a carefully-planned tour of Canada to give them greater knowledge and understanding of the social, cultural, economic and political characteristics of each area and province. Finally, last March, a group of officers, of which probationary FSOs formed the majority, took part in a pilot project, visiting parts of Quebec, Ontario, Manitoba and Saskatchewan. The participants were excited by the increased awareness of Canada that resulted from visiting these regions and from the discussions with representative groups. The pilot trip was judged successful and the cross-Canada tour will become an integral part of the FSO training programme.

In the future, the tour will be a semi-annual event and will include periods of at least a week in each of Canada's geographic regions. Not only new officers of the Department but also experienced officers about to leave Canada for second, third or fourth posting will participate in order to increase their awareness of the changes taking place in the country they will represent.

Assignment to Divisions

The greater part of the FSO's first year is spent in a political or functional division, where he or she learns to deal with the day-to-day work of the Department. Assignment to each division is made for a period of six months. After experience in two divisions, one political and one functional, the new FSO is considered eligible for the first foreign posting.

Special Assignments

Each year the Department is involved in a number of special projects. FSOs are often assigned to the staff of the *ad hoc* bodies that handle the administration of such projects. For example, when, in the autumn of 1966, Canada played host to the Commonwealth Parliamentarians' Conference, probationary FSOs were assigned to each delegation to act as liaison officers. For the FSO it presented an opportunity to meet officials from other countries and to gain experience at formal functions. Throughout the year FSOs of the 1966 class were given special assignments to the Office of the Commissioner-General for State Visits, the Privy Council Office and the Commonwealth Finance Ministers' meeting. Participation in assignments of this nature permit the FSO to acquire a measure of versatility that will be of considerable value throughout his career.

Pan-American Institute of Geography and History

COMMITTEE MEETINGS, OTTAWA, 1967

DURING the week of September 11 to 16, the Special Maps Committee of the Cartography Commission of the Pan American Institute of Geography and History and the Regional Geography Committee of the Institute met in Camsell Hall, Department of Energy, Mines and Resources, Ottawa.

Prior to these meetings, members of the Regional Geography Committee had attended a week's seminar at McMaster University organized by the Chairman, Dr. Harold Wood. That Committee concluded its sessions in Ottawa at noon on September 13 with a panel discussion on specifications for a resource inventory.

For the balance of the week the Special Maps Committee held technical sessions under the chairmanship of Lieutenant Colonel L. M. Sebert. Most of the sessions were devoted to papers on the techniques and requirements for urban maps, and concluded on September 15 with a panel on urban mapping.

The Ottawa meetings followed the tenth meeting of the Directing Council of PAIGH, which was held in Washington in the first week of September. During the week, tours were arranged to local cartographic offices and to Ottawa and Carleton Universities. Arrangements were also made for attendance at the "Son et Lumière" performance and, over the weekend, the delegates were conducted on visits to Expo 67 and to Upper Canada Village.

Delegates from 13 countries of the hemisphere joined the Canadian delegation led by Mr. S. G. Gamble, Chairman of the Canadian Section of PAIGH. For the committee meetings in Ottawa the outside countries represented were Argentina, Brazil, Chile, Columbia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Panama, Trinidad and Tobago and the United States. Among the delegates from other member states were the President of the Institute, Engineer Alfredo Obiols Gomez of Guatemala; the second Vice-President, Dr. Fabio Macedo Soares Guimaraes of Brazil; the President of the Commission for Geography, Professor Nilo Bernardes of Brazil; the President of the Commission for Cartography, General Juan Jose Nano of Argentina; and the Secretary-General of the Institute, Engineer Carlos Forray Rojas of Chile.

Mr. Donald S. Macdonald, Parliamentary Assistant to the Secretary of State for External Affairs, was present at the opening session of the meetings, representing Mr. Martin. The following are excerpts from his address on that occasion:

"In the course of our centennial celebrations we Canadians have become increasingly aware of the importance of both geography and history in the life of a nation. In 1967 Canadians are becoming conscious of the geography of Canada to a degree previously not experienced by most of our citizens. Through

the medium of films, radio and TV programmes, special projects such as the 3,000-mile trip of the Canadian *voyageurs* and, above all, through travel, Canadians have become intensely aware of the various geographical regions which make up their country.

"Similarly, we have gained new insights into our history which have helped us to obtain a better understanding of the development of Canada from its discovery by John Cabot and Jacques Cartier almost five centuries ago.

"The historical process also reminds us that we share with all of you the same great hemisphere which was revealed by Columbus and which, since that time, has been populated by the people of many European nations. Just as a common cultural pattern is discernible among the indigenous peoples of North and South America, so also a cultural heritage derived principally from Europe is common to all our countries. In different parts of the hemisphere the confrontation of the European and the indigenous American cultures has had differing results, and many nations, each with unique characteristics and aspirations, have emerged. Yet our historical origins are a bond between us.

"Canada, a northern nation, has naturally developed its closest hemispheric relations with its great neighbour, the United States but gradually, and especially in recent years, we have also developed increasingly close relations with other countries of the hemisphere as well as with many inter-American organizations, of which your Institute is one. These relationships allow us, in various ways, to participate in projects in the hemisphere which are important to particular countries or groups of countries or to the area as a whole; frequently, also, they give us a fresh look at our own problems and possible ways of resolving them. The meetings which are beginning here today are, I think, a good example of both these constructive processes.

"Perhaps the greatest unifying factor in our relationship is our common sharing of the western hemisphere, which, as geographers, it is your profession to study. Our era is one of scientific development and research and you, as geographers, are applying new techniques to meet the new challenges of modern life. The theme of your conference this week, 'Urban and Regional' Planning, is a most pertinent subject today because of its vital importance to the well-being of our populations and to the growth of the economies of our countries. It is only through urban and regional planning that the wise and efficient use of our human and material resources can be realized.

"Anyone who has had the opportunity of travelling in Latin America knows that it contains many great and beautiful cities; yet, as everywhere where cities exist, social and economic pressures have created serious urban problems. These western hemisphere, and I am sure that the exchange of information and views among North, Central and South Americans which will take place at your meetings will be both stimulating and productive . . .

"I wish you every success in your deliberations. May you enjoy your stay

with us and may our countries continue to enjoy a lasting association and friendship."

In closing the meetings, Dr. Kaye Lamb, Canada's National Librarian and Dominion Archivist and National Member for the History Commission of PAIGH, mentioned plans for a short course for archivists from Latin America proposed for next autumn in Ottawa.

The Ottawa sessions of the PAIGH Committees made a significant contribution to an important venture in international co-operation in the hemisphere, a venture which, though at the technical level, is highly relevant to economic planning and development in the urban field.

Merit Award for J. W. Culhane

JOHNS WILFRED CULHANE of the Department of External Affairs was presented on August 25 with a "Merit Award" by the Secretary of State for External Affairs, the Honourable Paul Martin. This honour was conferred on Mr. Culhane by the Incentive Award Board of the Public Service of Canada for an exceptional and distinguished contribution to the effectiveness and efficiency of the Public Service — specifically, the great courage and determination he displayed from June 26, 1965, to January 12, 1966, while serving as Supervisor of Administration for the Canadian Embassy in Santo Domingo, Dominican Republic. During those days of civil strife in Santo Domingo, Mr. Culhane carried out his functions with coolness and outstanding courage under the most adverse and dangerous conditions, and set an example of conduct to all those with whom he came in contact.

With the "Merit Award" Mr. Culhane was also given a cheque for \$500 by the Incentive Award Board.



As Mrs. Culhane looks on, Mr. J. W. Culhane receives the "Merit Award" from the hands of the Secretary of State for External Affairs, the Honourable Paul Martin.

Visits of Heads of State or their Representatives

AT THE invitation of the Governor General, heads of state or their representatives from nine countries visited Canada in the latter half of August and the first half of September as indicated below.

U.S.S.R.

First Deputy Chairman D. S. Polyansky represented his Head of State on an official visit to Canada starting on August 13. Mr. Polyansky, accompanied by Mr. S. K. Romanovsky, Chairman of the Committee for Cultural Relations with Foreign Countries, and Mr. V. F. Promyslov, Chairman of the Executive of the Moscow Soviet of Workers Deputies, visited Ottawa, Expo 67 and Quebec City before departing for the U.S.S.R. on August 17.

Ivory Coast

President Houphouet-Boigny, accompanied by Foreign Minister A. A. Ausher and senior officials, paid an official visit to Canada, starting in Ottawa on August 23. After attending ceremonies marking the national day of the Ivory Coast at Expo 67, Mr. Houphouet-Boigny visited Quebec City before leaving for the United States.

Finland

The Prime Minister of Finland and Mrs. Paasio visited Canada from August 26 to September 3. After visiting Ottawa, Expo 67, Quebec City and Toronto, the Finnish party flew to Fort William, Ontario, for a private visit before returning to Finland.

Haiti

Dr. Lebert Jean-Pierre, Minister of Commerce and Industry, represented President Duvalier on an official visit to Canada from August 25 to September 1. Besides Ottawa and Expo 67, Dr. Jean-Pierre visited Quebec City.

Trinidad and Tobago

Prime Minister Williams, accompanied by the Honourable J. O'Halloran, Minister of Industry, Commerce and Petroleum, the Honourable D. Pierre, Minister of Education and Culture, and the Honourable V. Campbell, Minister of Works, paid an official visit to Canada between August 27 and September 2, visiting Quebec City and Toronto in addition to Ottawa and Montreal.

Grenada

The Premier of Grenada, the Honourable E. M. Gairy, accompanied by the Honourable G. F. Hosten, Minister of Finance, Trade and Production, and the Honourable D. Knight, Leader of the Senate, paid an official visit to Canada from September 3 to 6, visiting Ottawa and Montreal.

Greece

Their Majesties King Constantine and Queen Anne-Marie of the Hellenes visited Canada from September 4 to 9. Besides Ottawa and Montreal, they visited Quebec City.

Senegal

The Minister of Commerce and Industry, Mr. Daniel Cabou, represented his Head of State on an official visit to Canada from September 5 to 9, accompanied by the Honourable A. Seck, Minister for Cultural Affairs and senior officials. Mr. Cabou visited Ottawa, Expo 67 and Quebec City.

United Arab Republic

His Excellency Mahmoud M. Hammad, Ambassador of the United Arab Republic to Canada, attended the celebrations marking his country's national day at Expo 67 on September 11.

FORTHCOMING CONFERENCES

UNHR Executive Committee, eighteenth session : Geneva, October 30 — November 7
International Symposium on Industrial Development : Athens, November 28 — December 20
Commission on Narcotic Drugs, twenty-second session : Geneva, December 4-20

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mrs. E. M. Leffler appointed to the Department of External Affairs as Administrative Services Officer 1 effective April 1, 1967.
- Mr. G. Grondin seconded from the Permanent Mission of Canada to the United Nations, New York, to the Secretariat of the United Nations High Commissioner for Refugees effective June 8, 1967.
- Miss L. Beattie retired from the Public Service effective June 28, 1967.
- Mr. R. C. E. De Chantal resigned from the Department of External Affairs effective June 30, 1967.
- Mr. D. Stansfield posted from the Canadian Military Mission, Berlin, to the Public Service Commission Bicultural Development Programme, Quebec City, effective July 1, 1967.
- Mr. H. G. Hampson posted from the Canadian Embassy, Santo Domingo, to Ottawa effective July 2, 1967.
- Mr. W. H. Holmes posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi, effective July 5, 1967.
- Mr. R. J. McKinnon posted from Ottawa to the Permanent Mission of Canada to the United Nations at Geneva effective July 8, 1967.
- Mr. J. W. Carrière posted from the Permanent Mission of Canada to the Office of the United Nations at Geneva to Ottawa, effective July 11, 1967.
- Mr. D. S. McPhail posted from the Permanent Mission of Canada to the Office of the United Nations at Geneva to Ottawa, effective July 11, 1967.
- Mr. B. J. Cherkasky posted from Ottawa to the Canadian Embassy, Tehran, effective July 13, 1967.
- Mr. M. I. Dolgin posted from the Canadian Embassy, Moscow, to Ottawa effective July 14, 1967.
- Mr. D. L. Westrop posted from Ottawa to the Permanent Mission of Canada to the United Nations at Geneva effective July 15, 1967.
- Mr. J. C. Clark posted from Ottawa to the Canadian Embassy, Paris, effective July 17, 1967.
- Mr. J. E. M. Bryson posted from the Canadian Embassy, Belgrade, to Ottawa effective July 22, 1967.

- Mr. G. R. Harman posted from the Canadian Embassy, Moscow, to Ottawa effective July 25, 1967.
- Mr. D. R. Hill posted from Ottawa to the Office of the High Commissioner for Canada, London, effective July 27, 1967.
- Mr. J. D. M. Weld, posted from the Office of the High Commissioner for Canada, Rawalpindi, to the Canadian Embassy, Berne, effective July 29, 1967.
- Mr. J. R. Maybee, Canadian Ambassador to Lebanon, posted to Ottawa effective August 1, 1967.
- Mr. L. H. Leduc posted from Ottawa to the Office of the High Commissioner for Canada, Lagos, effective August 2, 1967.
- Miss P. Macoun posted from the Office of the High Commissioner for Canada, Singapore, to the Canadian Embassy, Bangkok, effective August 7, 1967.
- Mr. F. M. Meech posted from Ottawa to the Office of the High Commissioner for Canada, London, effective August 8, 1967.
- Mr. R. P. Gilbert posted from the Office of the High Commissioner for Canada, Nicosia, to Ottawa effective August 10, 1967.
- Mr. K. S. Ward resigned from the Department of External Affairs effective August 11, 1967.
- Mr. A. D. Bryce appointed to the Department of External Affairs as Foreign Service Officer 2 effective August 14, 1967.
- Mr. J. F. Moffatt posted from the Permanent Mission of Canada to the United Nations, New York, to Ottawa effective August 15, 1967.
- Mr. P. Croft posted from the Delegation of Canada to the International Commission for Supervision and Control in Laos to Ottawa effective August 15, 1967.
- Mr. J. M. Touchette posted from Ottawa to the Canadian Embassy, Cairo, effective August 16, 1967.
- Mrs. G. J. Kroeger resigned from the Department of External Affairs effective August 16, 1967.
- Mr. A. F. Broadbridge posted from the Canadian Embassy, Cairo, to the Canadian Military Mission, Berlin, effective August 16, 1967.
- Mr. B. E. Flumerfelt appointed to the Department of External Affairs as Administrative Services Officer 3 effective August 16, 1967.
- Mr. D. R. Webb appointed to the Department of External Affairs as Personnel Administrator 1 effective August 16, 1967.
- Mr. G. A. Bergeron resigned from the Department of External Affairs as Foreign Service Officer 1 effective August 18, 1967.
- Mr. S. A. Banks posted from the Office of the High Commissioner for Canada, London, to Ottawa effective August 19, 1967.
- Mr. M. Shenstone posted from the Canadian Embassy, Washington, to Ottawa effective August 20, 1967.
- Mr. M. Boudouin posted from the Canadian Embassy, Paris, to Ottawa effective August 21, 1967.

- Mr. G. F. Bruce posted from the Canadian Embassy, Vienna, to Ottawa effective August 21, 1967.
- Mr. L. V. Ryan posted from the Canadian Embassy, Rome, to Ottawa effective August 21, 1967.
- Miss M. R. Vézina posted from the Office of the High Commissioner for Canada, Kingston, to Ottawa effective August 22, 1967.
- Mr. J. M. Blondeau resigned from the Department of External Affairs effective August 24, 1967.
- Mr. L. D. A. Culbert posted from Ottawa to the Office of the High Commissioner for Canada, London, effective August 25, 1967.
- Mr. J. L. Paynter posted from Ottawa to the Canadian Embassy, Moscow, effective August 26, 1967.
- Mr. J. J. L. R. Boivin resigned from the Department of External Affairs effective August 28, 1967.
- Mr. D. C. Arnould posted from the Office of the High Commissioner for Canada, Accra to the Delegation of Canada to the North Atlantic Council, Paris, effective August 31, 1967.

EXTERNAL AFFAIRS

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Canada and the United Nations

The following extracts are from the address by the Secretary of State for External Affairs at the opening of the United Nations General Assembly on September 27, 1967 : ⁽¹⁾

Mr. President, I wish to congratulate you most warmly on your election to the Presidency of this body. Your election is both a tribute to your own person and to the distinctive contribution which Romania is making to world affairs. I look forward to close co-operation with you over the coming weeks and I take this opportunity as well to acknowledge the distinguished service rendered by your predecessor, Mr. Pazhwak of Afghanistan.

If we are to judge by the pace of our activities since the conclusion of the last session, this organization is a vigorous and healthy one. Two special sessions of the Assembly, an intensive series of meetings of the Security Council, not to mention the normal activities of other United Nations bodies, testify to the continuing vitality of the United Nations.

While this record of activity is encouraging, some will no doubt say that the results at which we have arrived are disappointing and that the United Nations has only confirmed its reputation as a forum for debate rather than an instrument for action. What have been called the "interlocking stalemates" on our agenda remain as they were before. And yet, if talk is cheap, it is certainly better than resort to the use of force. It should be of some encouragement to us that our agenda is crowded and that the world so often turns to this organization with its troubles. As far as my country is concerned, the future of the United Nations is linked to its capacity to become a universal forum in which all the conflicting interests, ideologies and points of view of mankind can be brought together. Without contact there can be no co-operation. Without debate there can be no reconciliation. And, moreover, this organization was able to bring about a cease-fire in the Middle East, and this organization did assume responsibility for South West Africa. The fact that we proceed slowly and that frequent stops have to be made on the way should not be blamed on the vehicle but on the road we have to travel.

Middle East

The Middle East is of major concern to us at this time. My country has followed developments there with anxiety for the future of that historic area of the world and with sympathy for the thousands of innocent people who are, as always, the first victims of war. Canada has been directly involved, as you know, in the affairs of the Middle East through our membership on the Security Council and our participation in the United Nations Emergency Force and the

(1) For the Minister's comments on Vietnam in this speech see P. 465 of this issue.

United Nations Truce Supervision Organization. We are a major contributor to the programme of the United Nations Relief and Works Agency. Nothing illustrates better the vital contribution the United Nations has made to the area than the fact that two of these organizations continue to have an indispensable function to perform in relieving suffering and in helping to maintain a relative tranquillity.

Speaking at the fifth emergency special session on 23 June last, I said that, in Canada's view, "the withdrawal of the Israeli forces, vital as it is, must be related to the other basic issues involved". This remains our view. These other issues include: respect for the territorial integrity of all nations of the area, and the ending of claims to belligerency; respect for the rights of all nations to innocent passage through international waterways; justice for the refugees; and arrangements for the preservation of the special spiritual and religious interests in Jerusalem — involving, I should hope, some form of international supervision by this organization.

The first priority must be to see whether the efforts which were made at the emergency special session in July to work out a resolution combining some or all of these principles can be resumed and carried to a successful conclusion. If an agreement on principles could be reached, we should also, I think, take the advice of the Secretary-General in the introduction to his annual report and give him an appropriate authorization for the designation of a special representative to act as a much-needed channel of communication between the parties and as a reporter and interpreter of the events for this organization. But, even if it should prove impossible to reach agreement on a statement of principles, I believe that the United Nations should nonetheless send out to the area a special representative of the Secretary-General — and do so without delay — with a broad mandate to establish and maintain contacts with all sides and assist in the return of peaceful conditions. This appointment would not be a victory for any party but a genuine demonstration of the responsibility of the United Nations to encourage the peaceful settlement of disputes.

Refugees

I wish to say a special word concerning the refugees. The most recent report of the Secretary-General, based on the findings of his representative, brings us once again face to face with our responsibility to preserve and strengthen "the dignity and worth of the human person". His report points to the urgent need for more international assistance of all kinds, and the Government of my country is considering how it can help further such assistance. Whatever generosity we can summon (and I know that many governments have been generous over the years in their response to the needs of the refugees in the Middle East), this will not, however, be sufficient to solve the underlying problem. It is essential that justice be done to the rights and claims of the refugees in the framework of a general settlement.

Southern Africa

Another principal area of concern to this organization over the past year has been the situation in Southern Africa, particularly in Rhodesia and in South West Africa. Canada supported — and I wish to reaffirm that support — Resolution 2145 (XXI), which terminated the mandate of South Africa over South West Africa and brought South West Africa under the direct responsibility of this organization. We participated actively as a member of the Ad Hoc Committee for South West Africa in the search for practical means of implementing that resolution. This search has not led to arrangements for the transfer of the administration of South West Africa. I should hope, however, that the Assembly would now consider alternative approaches to this problem, including the idea of undertaking preliminary consultations with the peoples and the *de facto* authorities of South West Africa. They might be done through a representative of the Secretary-General, as my country and a number of delegations have already suggested.

In December 1966, the Security Council took far-reaching decisions to apply mandatory sanctions against Rhodesia. Canada has repeatedly expressed its conviction that Rhodesia must not be granted independence before majority rule is attained. We have complied strictly with the terms of the Security Council's decisions. There is a total ban on trade between Canada and Rhodesia. I am disturbed, however, at indications that the Security Council decision is not being fully implemented. Without full co-operation from every member state in this organization, the purposes of the United Nations will be frustrated. And so we look forward to receiving the report of the Secretary-General on the implementation of sanctions. Once that is available the Security Council will be in a better position to decide what further measures should be taken.

Now, clearly, one of the principal obstacles to the effective implementation of United Nations recommendations relating to southern Africa is the continuing lack of co-operation from the Government of South Africa. Whichever way we turn, in whatever direction we look for solutions, we find the same implacable opposition. My Government is conscious of the dilemma: on the one hand, we cannot ignore the implications of South African policies for the world community as a whole; and, on the other hand, to invite a physical confrontation now with South Africa carries the gravest implications. It is evident that such a confrontation would impose a heavy burden on those states which would have to accept the principal responsibility for taking the necessary measures. We have a legitimate interest in doing all we can to banish *apartheid* as an instrument of South African policy. At the same time, we must recognize that the real interests of this organization are best preserved by measuring our ends against our means.

Economic and Social Development

At a time when our organization is beset with difficulties in fulfilling its responsibilities for the maintenance of peace and security, we can draw encour-

agement from the increasingly effective part which the United Nations is taking in the great task of economic and social development. Hunger, disease, poverty and ignorance threaten the peace — and just as surely as disputes over frontiers or relations between races. And here the United Nations is making steady progress. It devotes by far the largest portion of its total resources to promoting economic and social progress. But more is required. Peoples around the world will judge our actions in large measure by our success in helping to provide an adequate response to their most vital needs. Indeed, the future of the United Nations system itself is directly related to its ability to make an increasing contribution to overcoming the glaring disparities in living standards which mark today's world. In Canada we are deeply conscious of the need for more aid on better terms. This has been reflected in a greatly expanded development-assistance programme. In a period when, unfortunately, the total flow of resources to developing countries has tended to remain static, Canada has taken the decision to expand its contribution to international development progressively so as to reach the target of one per cent of our gross national product by 1970-71. We are constantly seeking to improve the quality of our aid programme. We attach particular importance to the expanding role of the United Nations Development Programme, to which we are a major contributor. We intend to play our full part in the replenishment of the International Development Association, and hope that the resources available to this important agency will soon be significantly expanded.

Arms Control

There have been three important developments in the field of arms control since I spoke to the General Assembly at the twenty-first session: first, the approval of the Treaty on the Peaceful Uses of Outer Space; second, the conclusion of the Treaty to Prohibit Nuclear Weapons in Latin America; third, the submission of draft treaties on non-proliferation of nuclear weapons by the United States and the Soviet Union on 24 August in the Eighteen-Nation Disarmament Committee.

The conclusion of a non-proliferation treaty is vital, urgent and of paramount importance. I urge that the General Assembly endorse the results of more than two years of effort so that a treaty can become a working reality soon. The treaty may not be a measure of nuclear disarmament, but it is a vital step towards nuclear arms control, in itself an important prerequisite to ultimate nuclear and general disarmament. It will help to prevent a new nuclear arms race, greatly reduce the danger of nuclear war and contribute to conditions in which the nuclear powers can address themselves to the problem of reducing their nuclear arsenals. Far from perpetuating a nuclear weapons monopoly, the international forces generated by this treaty will bring pressure to bear on the nuclear powers themselves to undertake further measures of nuclear arms control.

In the next two or three weeks we shall receive from the Secretary-General

his report on nuclear weapons. Such a report — the product of so much knowledge and experience — must command our careful attention; it must command the careful attention of all people interested in the development of a rational and stable world order.

My Government endorses the right of all states to take whatever measures they deem necessary to ensure their self-defence, but we would urge the suppliers and the recipients of arms to exercise restraint in their sale and acquisition so that a serious imbalance of arms does not develop in any area where it might lead to the outbreak of fighting. The United States recently proposed the registration of arms shipments to the Middle East, for instance, and we think that this is a practical, constructive and forward-looking proposal to which this organization might well lend its good offices. We would hope that the principal arms suppliers to the area would give it serious consideration.

I should now like to turn for a moment to a specific measure of arms control in which there was reason to hope that the nuclear powers might be expected to make progress in the near future. Some months ago, as we know, the United States proposed to the Soviet Union that they enter into discussions designed to limit offensive and defensive strategic nuclear-weapons systems and in particular the deployment of anti-ballistic-missile systems. To date, those talks, I gather, have not started, and we understand that the Soviet Union has not responded to United States efforts to get the talks under way. Meanwhile, the Soviet Union has continued to develop the anti-missile defence of Moscow. The United States has recently announced its intention of going forward soon with a limited and light armament defence oriented against a potential Chinese nuclear threat foreseen for the early 1970s.

As the representative of a secondary power vitally concerned about nuclear arms control and disarmament, I must state that it seems unreasonable to expect progress in this direction if the nuclear powers refuse to discuss limiting their own nuclear weapons. I therefore appeal to those powers to pursue their efforts to reach agreement on measures of self-restraint with the same diligence that they are promoting the non-proliferation treaty. As the United States Secretary of Defense so aptly expressed it, what the world requires is not a new race towards armament but a new race towards reasonableness.

Peace-keeping

Along with several other governments, I think my country can claim the right to contribute a special knowledge of peace-keeping to our discussion. My Government regrets, therefore, that the Special Committee on Peacekeeping Operations was not able to meet this summer despite the encouraging signs of progress in its work which were beginning to appear some months ago. Recent developments in the Middle East and elsewhere strengthen our belief that this organization has an important task to perform in the maintenance of peace and security.

Some may feel that the issues are so difficult and the disagreements so profound that there is little point in the Special Committee continuing to meet. But I do not take that view. We should have been surprised if progress were not to be slow. The questions under study are among those which challenge the most deeply-held beliefs of member states about the nature and purposes of this organization. We cannot afford the luxury of cynicism. Moreover, at the last series of meetings of the Committee, concrete proposals were made which deserve to be explored further. I have in mind particularly proposals relating to a special scale for the financing of peacekeeping operations and proposals for the advance planning and co-ordination of logistical and other arrangements for peace-keeping. I have in mind, too, proposals which have been made relating to the Military Staff Committee and the role it might play in this whole area.

Our reasons for holding these views have been confirmed by the observations which the Secretary-General has made in his final report on the United Nations Emergency Force, in which he clearly summarizes the essential nature of peace-keeping forces in general. I would suggest it is time, 11 years after the decision to organize the first peacekeeping force, that we should be able to count upon at least some of the normal planning procedures which each of us would take for granted in our own countries. Training should be standardized and equipment should be made available when needed, to mention only two items.

It takes no foresight on my part to predict that the United Nations will be called upon again to supply peacekeeping forces or observer groups in crisis situations. Peace-keeping in this organization is not dead. Because of incidents that occurred within the past few months it will continue to be a very necessary and useful function for this organization. And that is the reason we believe forward planning is necessary. Even if continuing disagreement here prevents the United Nations from doing this planning, my Government intends to explore how peacekeeping arrangements can be improved and we would hope to consult other traditional participants in that regard. We want to be sure that, if and when we are called upon to take part, and if it is feasible and appropriate to do so, we shall be ready to respond.

Unlike peace-keeping, the peaceful settlement of disputes has been neglected too long by us. I was glad, therefore, to read the cogent observations of the Secretary-General in the introduction to his annual report. The peaceful settlement of disputes is a vital conception of the Charter of this organization; it must be an essential technique of modern diplomacy. It is easy to pay lip-service, of course, to the idea of peaceful settlement, and more difficult to suggest how in practice it might be implemented. It would be fruitless to expect that, even if there were agreement on the means of implementation, these would always be used. And so I do not raise this subject on the assumption that good intentions are all that we require.

We have a responsibility, on the contrary, to take a close look at the

procedures we have used in the past to decide whether they are adequate, and, if necessary, to make recommendations for new procedures. In this regard, I welcome the work that has been done by the Government of the Netherlands on the subject of fact-finding. If our discussion of these proposals leads to some constructive result, then we shall have made a good start towards the kind of review I have mentioned.

United Nations Membership

My Government believes that the objective of universality of membership is one which we should ever keep before us, even though the prospects for reaching that objective may not be bright.

I say this in the light of the turmoil that exists in mainland China at the present time. Last year I outlined what we considered to be a reasonable basis for the seating of a representative from continental China in the United Nations. While we were disappointed by the response to our suggestions, we continued to believe that they represented a reasonable and just solution of the problem of China's representation. I would also hope that the question of the relations of non-member states with the United Nations could be re-examined, and I welcome the repetition of the Secretary-General's suggestions on an observer status in his annual report.

When I say that we should welcome, because of our convictions of the validity of the principle of universality, the membership of continental China, I should like to emphasize, of course, that, if one supports that membership, one likewise must, as a supporter of the principle of universality, recognize the right of Formosa to a place in this organization.

Conclusion

Mr. President, I know you will permit me a brief reference in conclusion to the centenary celebrations which are taking place in my country this year. "Man and His World" is the theme of Expo 67 at Montreal. Expo has given Canadians renewed confidence in their ability to accomplish great things together and to solve their own problems by their own efforts. It is an achievement which has fired the enthusiasm of many visitors and helped to reveal to them man's unity and diversity, his shared goals and unique responses. Expo, as we call it, has demonstrated graphically how national styles and national pride can be made subordinate to a larger whole and a wider good. That must also be the first task of this organization: to reconcile conflicting national interests with the common good and on the common ground of the Charter of the United Nations.

Vietnam

In an address to the United Nations General Assembly on September 27, the Honourable Paul Martin, the Secretary of State for External Affairs, spoke about Canada's views on the war in Vietnam as follows :

... It would be encouraging and, indeed, deeply gratifying to all of us at this Assembly if we were able to note that the thunderclouds of war had lifted from Vietnam since one year ago, when we gathered in this same forum to review the problems of the world. That is not the case. The suffering and destruction in Vietnam continue unabated. Despite all the efforts, including those of my own country, to seek a basis for negotiation, the issues behind the conflict seem to remain as intractable as ever.

Once again we face the question, therefore, whether this organization can help to bring the Vietnam conflict closer to a peaceful and mutually acceptable conclusion and to foster political stability and economic progress in an area of the world where both are so badly needed.

There are, of course, reasons which militate against immediate and formal action being taken by this organization at this time. We cannot escape the obvious fact — and it is a fact that I regret — that some of those most directly concerned with this conflict are not represented in the United Nations. I do not wish to suggest that, if it were otherwise, we should automatically find ourselves closer to a concrete solution to the problem in Vietnam. Whether this situation will change in the future I cannot say, but I do not believe that efforts for peace need be held in abeyance until it does.

A second important reason for the inability of this organization to contribute constructively to a solution in Vietnam is that the great powers are divided on the causes of the conflict and the measures required to terminate it. As we all know, the Security Council can function effectively only if its members will unite their strength to maintain international peace and security, as the Charter, indeed, calls upon them to do. And I can see no immediate prospect of that unity being found.

No Justification for Inertia

And so to be realistic in assessing our present ability here to act collectively and as an organization must not be regarded as a justification for apathy and inertia by each of us individually. This, I think, has been the conviction of the Secretary-General, who has made repeated efforts to find a solution, as have others. This has also been the conviction of Canada. We must strive to bring into play whatever channels and whatever forms of peace-seeking machinery may be available to the international community. Our goal must be the restoration of peace, and making it secure, at the earliest possible time. That, surely, was

the overriding concern which gave birth to this organization; and I am one of the very few in this hall who attended that birth.

As members of the United Nations, partaking as we do of common objectives and obligations, I think we must register our concern in terms clear enough and unequivocal enough for all those directly involved in this conflict to hear and understand. At the same time, we must work with all the resources of ingenuity, imagination and flexibility, and above all with a sense of justice towards devising whatever means may be mutually acceptable for bringing the conflict in Vietnam from the field of hostilities to the conference table.

Yesterday, the Secretary of State for Foreign Affairs of Britain said :

We are ready to meet with the Governments of the Soviet Union, India, Canada and Poland, as proposed by the President of the World Federation of the United Nations Associations

I should simply like to say that my Prime Minister, in the name of the Government of Canada, has indicated our willingness to attend such a conference.

Whether the path we select as the most direct route to that conference table bears a name derived from the Charter or from the Geneva Conference machinery matters less to my mind than our assessment of its likelihood of leading to an end to the war. For our part, the Canadian Government, which has a special interest and a special responsibility because of our membership in the International Control Commission, will, as in the past, continue to explore all possibilities of making use of that Commission or acting in conjunction with its Commission partners, Poland and India, to try to lead the parties to the conflict towards negotiations.

Importance of Bombing Halt

There is not the slightest doubt in my mind now that the first step in that direction will involve the question of the bombing of North Vietnam. It seems clear that all attempts to bring about talks between the two sides are doomed to failure unless the bombing is stopped. That is a matter of first priority if we are to start the process of de-escalation and to open the door to the conference room, as several representatives who have preceded me at this rostrum have pointed out — in particular the Prime Minister of Denmark and the Foreign Minister of Sweden.

But we must not for a moment pretend that a halt in the bombing would in itself bring an end to the war. I believe it is now the first step. There are no magic formulas; there are no simple prescriptions for the settlement of problems as complex as the issues behind the hostilities in Vietnam. On April 11 of this year, in our Parliament, I made certain suggestions on how a start might be made on the road away from the war by a progressive return to the cease-fire arrangement worked out at Geneva in 1954. I proposed then that the following steps might be taken :

First — as a first step towards disengagement, the bombing of the North might be terminated and the demilitarized zone restored to its intended status subject to effective international supervision;

Second — a freezing of the course of military events and capabilities in Vietnam at existing levels;

Third — the cessation of all hostilities between the parties, that is, a cease-fire; and finally,

Fourth — following the cease-fire, withdrawal of all outside forces whose presence in the area of conflict was not provided for at Geneva, and the dismantling of military bases.

I recognized then, as I have elsewhere, that there is no hope for peaceful settlement in appeals or proposals which place the total burden of responsibility for making essential concessions on only one side. That sort of approach is relevant only in circumstances of military victory and defeat.

If, therefore, we are to recognize a halt to the bombing for what it is (namely, the key to a solution, the starting-point in the process of solving the Vietnam problem), let us be very clear in our own minds that it is only one side of a military equation and that we cannot proceed, if we are to have any hope of success, as if the other side did not exist. No attempt to bring an end to the conflict can disregard either the political or the military interrelations in the area. Canada is ready at all times to accept its responsibilities in the International Control Commission, to act in conjunction with its Commission partners in helping to lead the parties to the conflict in Vietnam to the conference table, and to assist in every way to achieve the establishment of an equitable peace in Vietnam. I believe that, as long as that war continues, it serves as an obstacle to the settlement of other vital issues that concern us all . . .

The Treaty for the Prohibition of Nuclear Weapons in Latin America

ON February 14, 1967, in Mexico City, 14 Latin American states signed a treaty to establish a nuclear-free zone in Latin America and the Caribbean. Most of the remaining states in the area have since signed, and it is expected the ratification process will get under way early in 1968.

Serious efforts to create a Latin American nuclear-free zone first began in 1962. At the seventeenth session of the United Nations General Assembly, Brazil submitted a draft resolution recommending that the Latin American countries agree not to manufacture, receive, store or test nuclear weapons. The resolution was eventually withdrawn, as many states in the region wished to study the proposal further. In April of the following year, a joint declaration was issued by the Governments of Bolivia, Brazil, Chile, Ecuador and Mexico calling on the other Latin American states to join with them in establishing a nuclear-free zone. The following month this declaration was tabled in the Eighteen Nation Disarmament Committee by the representatives of Mexico and Brazil.

A clear consensus was forthcoming at the eighteenth session of the U.N. General Assembly in 1963, when 11 Latin American states successfully sponsored a resolution expressing the hope that governments in the region would begin studies of measures to achieve agreement to ban nuclear weapons from the territories. Pursuant to this resolution, a preliminary meeting on the denuclearization of Latin America was held in Mexico City in November 1964. There it was decided that a preparatory commission made up of all interested Latin American states should meet in the spring of 1965. At this meeting, three working committees were formed. One was charged with defining the geographical limits of the denuclearized zone; the second with a study of the question of verification, inspection and control required to ensure compliance with the treaty; and the third with the question of accession to the treaty by extra-regional states—that is, the nuclear powers and states with jurisdiction over territories within the region. A co-ordinating committee was also established, with its headquarters in Mexico City. The culmination of several sessions of the preparatory commission was the conference that lasted from January 31 until February 14, 1967, at which a number of participating states signed the Treaty for the Prohibition of Nuclear Weapons in Latin America.

Content and Interpretation

The treaty, which is open to accession by all independent Latin American and Caribbean countries (i.e., those situated in the western hemisphere south of the 35th Parallel of north latitude), would ban the testing, use, fabrication, production or acquisition of nuclear arms in the area, as well as their receipt, storage

nd installation. It would also provide for the application of IAEA safeguards to the peaceful nuclear activities of parties and for inspection by a treaty-control organization. There is some difference in interpretation of the articles relating to peaceful nuclear explosions. Some parties and some of the nuclear powers which have followed the negotiations interpret an article defining a nuclear weapon as any device which has the characteristics of a nuclear weapon to mean that the parties are prohibited from detonating any nuclear device. Certain other parties give precedence to an article which specifically permits parties to explode nuclear devices for peaceful purposes under the observation of the IAEA. There are two appended protocols : the first provides for the respect of the non-nuclear status of the area by the five nuclear powers; the second, for extra-regional states having jurisdiction over dependent territories within the area to accede to the treaty in respect of their dependencies. Since the treaty will not take full effect until all the countries in the area ratify it and all other powers concerned accept its protocols, a provision is included which will permit the treaty to come into effect at an earlier date, once 11 or more signatories agree to waive the above requirements. This done, the treaty will then be in force in respect of those signatories that have waived these conditions.

Attitudes of Nuclear Powers

All nuclear powers with the exception of China, and many other countries from each of the four continents, including Canada, have had observers at the negotiations. The nuclear powers and the Netherlands (by virtue of its possessions in the area) have been called upon to undertake obligations under the treaty. The United States has termed the successful conclusion of the treaty "an event of unique significance". It has expressed the hope that the treaty will constitute a milestone on the road to general and complete disarmament", and in particular, will "lead in the near future to the conclusion of a world-wide treaty prohibiting the proliferation of nuclear weapons". In turn, the Soviet Union has declared that it will respect the non-nuclear status of the area, provided other nuclear powers do so, and has affirmed that the matter is under continuing study. For its part, France has stated its intention of "not taking any action with regard to the Latin American states that would encourage in their territories the development of nuclear activities of a military nature", and, further, of not carrying out nuclear experiments in its departments in the region. Subject to agreement on the meaning of certain articles, Britain has declared itself ready to honour the treaty, provided that the U.S.A. and U.S.S.R. do likewise. Finally, the Netherlands views the treaty in much the same way as Britain and is sympathetic to the provisions covering its dependent territories in the region.

Canada's View

Though not directly affected by the provisions of the treaty, Canada considers it to be a constructive step along the road to disarmament and international security. Lieutenant-General E.L.M. Burns stated on behalf of the Secretary

of State for External Affairs, the Honourable Paul Martin, during the 289th meeting of the Eighteen-Nation Disarmament Committee, on February 28, 1967.

This is a development which we in Canada have warmly welcomed. We extend our congratulations to our Latin American and Caribbean friends... noting that theirs is a unique achievement which establishes an important precedent. The signing of this treaty is eloquent testimony to the tireless efforts of our neighbours, who have taken steps toward excluding nuclear weapons from their area and toward ensuring that nuclear energy is used exclusively for peaceful purposes. Let us hope that this achievement will lend impetus to our efforts here to reach agreement on a universal non-proliferation treaty.

More recently, Mr. Martin reaffirmed Canada's interest in the treaty during his address to the twenty-second session of the United Nations General Assembly, when he said :

I congratulate the states of Latin America and the Caribbean for reaching agreement to establish the first nuclear-free zone in an inhabited part of the world. This treaty will, I feel sure, lend impetus to the non-proliferation negotiations, which have now been intensified in Geneva and will be pursued in this Assembly.

The Treaty for the Prohibition of Nuclear Weapons in Latin America will be considered at the current session of the United Nations General Assembly, where its sponsors are expected to seek the Assembly's endorsement of the treaty.

Visit by President Saragat of Italy

PRESIDENT Giuseppe Saragat of Italy paid an official visit to Canada from September 11 to 18. He was accompanied by Foreign Minister Professor Amintore Fanfani, Ambassador Angelino Corrias, Chief of Diplomatic Protocol, Ambassador Roberto Gaja, Director-General of Political Affairs, Ministry of Foreign Affairs, and a number of senior Italian officials.

The Presidential party began its tour in Ottawa on September 11 and 12, after which it proceeded to Montreal, Expo 67, Quebec and Toronto. The President also made a private visit of two days in New Brunswick before going on to the United States and Australia.

Welcoming Ceremony

In Ottawa, President Saragat was formally received by the Governor General, the Right Honourable Roland Michener, and the Prime Minister, the Right Honourable Lester B. Pearson. Addressing the Italian delegation, the Governor General said :



President Saragat (right) with Prime Minister L. B. Pearson (centre) and the Secretary of State for External Affairs, Mr. Paul Martin, during the visit to Ottawa of the Italian Head of State.

Canada welcomes you today most warmly and your distinguished colleagues from Italy Italy has served as the repository of 25 centuries of Roman civilization, and has been one of the principal creative sources of the customs and culture of Christendom.

Underlining the multiplicity of bonds between the two countries, Mr. Michener said :

Canada and Italy have much in common, in traditions, religion, literature, science, commerce, international outlook — in fact, much more than I can mention in these brief remarks. Two major bonds between us are the Canadians of Italian origin who form such a large and constructive element in our population, and our common devotion to self-government and liberty. Because of the latter, it seems to me appropriate that you, Sir, the President of democratic Italy, should be greeted here in the precincts of the Canadian Parliament, whose processes are basically the same as those of your own Parliament.

In his address of welcome, the Prime Minister said :

At the deepest level of history and of human experience, Italy and Rome have exercised an influence on our Western way of life and thought that cannot be measured in ordinary statistical terms.

Noting Italy's role in international affairs, Mr. Pearson added :

Italy's increasingly important role as a progressive and creative member of the world community flows naturally from the heritage of its past and the achievements of the present.

He noted the material growth of Italy, the increase in contacts and investment between the two countries and Italy's contribution to Expo 67, which he described as :

... a fine reflection of the material progress of the forward-looking, progressive Italy of today, while also reminding us of the rich literary and artistic and cultural heritage you enjoy and which is our heritage as well, as it is that of all civilized mankind.

President Saragat's Reply

The President of Italy replied in part :

The visit which I am making to Canada, together with the Minister of Foreign Affairs, the Honourable Mr. Fanfani, is first of all a tribute to a people and a nation that occupy such a prominent place in the Western family to which Italy also belongs. Our visit is an acknowledgement of the position of prestige which Canada, with political wisdom and farsightedness, has achieved.

Referring to Canada's close working relations with the Italian Government, he said :

Canada and Italy are actively working together in order that the international dialogue may help in reinforcing in the world a true peace, founded on liberty, security and justice. At the United Nations, at NATO, at the Geneva Disarmament Conference, and in all other international forums, we work together to realize the hope of our people to live in peace and to attain, in a climate of real democracy, ever higher economic and social progress.

Touching briefly on the contribution of Italian subjects who had settled in Canada, the President noted :

Canada is a country that has generously opened its frontiers to foreign immigration in line with a well-considered and farsighted knowledge of its best interests. I listened with particular satisfaction to your words of sympathetic and fair appreciation for the contribution that Canadians of Italian origin and Italians of recent immigration have given and give to the development and prosperity of this country.

President Saragat recalled the efforts of the Canadian armed forces who helped to liberate Italy during the Second World War :

I would like to pay tribute to the Canadian forces who, in a dramatic hour for my country, fought in brotherhood of arms, and for the same ends, with the Italian Army of Liberation and with the forces of the Resistance to uphold the ideals of liberty. It was together with the Canadian forces that, in December 1943, the first army unit, organized by democratic Italy, went into action in the war of liberation; the dates which were marked by the battles of Ortona and Comacchio, are common memories.

The Italian delegation was received at an official dinner given by the Governor General at Government House. The Prime Minister also entertained Mr. Saragat at an official luncheon at the Country Club.

Canadian-Italian Relations

The visit served to underline the wide-ranging interests and closeness of the bonds that unite Italy and Canada. The two countries find their interest and outlook coinciding in many spheres and in a variety of international organizations. Italian immigration, bilateral trade and cultural relations have increased considerably in recent years. ⁽¹⁾

Italian immigration to Canada rose from 19,197 in 1964 to 26,398 in 1965 and 31,625 in 1966. The 1966 figure made Italy second only to Britain as a source of immigrants : there are now well over 500,000 persons of Italian extraction in Canada.

Bilateral trade between Canada and Italy has grown rapidly in recent years, reflecting continuing economic growth in the two exporting countries and relative ease of access for products of interest to both Italy and Canada. The basically complementary structure of the two economies provides a strong basis for further growth and mutually advantageous trade. In 1966, Canada's exports to Italy reached a record value of \$114.8 million, compared to \$93.2 million in 1965. Important Canadian raw-material exports to Italy are lumber, wood pulp and base metals. Other major export commodities are cattle, food grains, oil seeds and a wide range of highly-specialized technical manufactured items. Italy's exports to Canada in 1966 had a value of \$86.7 million, compared to \$80.3 million in 1965. The principal items include prepared foods, wines, textiles, shoes, clothing, tractors and cars.

The apparent imbalance in trade between Canada and Italy is affected to a considerable extent by Italian receipts from Canadian tourist expenditures. Canada is trying to encourage more Italian visitors to come to Canada.

There is also a certain amount of investment in both directions. Italian investments in Canada, for example, include such well-known names as Pirelli (cables), Societa Generale Immobiliare (Place Victoria, Montreal), Olivetti (Underwood) and Italsider (iron ore in Labrador). Hiram Walkers is an example of a Canadian company which has established a plant in Italy.

Since *cultural relations* between the two countries are based, at the deepest level, on a shared heritage of values and traditions, contacts take place naturally

⁽¹⁾ For further details, the reader may consult an article entitled "Relations Between Canada and Italy", *External Affairs*, December 1965, P. 524.

in all fields of endeavour. Both governments are making efforts to deepen and increase exchanges, and in 1954 they agreed to facilitate co-operation between their cultural and artistic organizations. Italy subsequently established a cultural institute in Montreal, and the Italian Government has subsidized studies in Italy by numerous Canadian scholars (there are ten this year). During his visit to Rome in 1966, the Secretary of State for External Affairs concluded with Foreign Minister Fanfani an exchange of letters setting up the Canadian Cultural Institute in Rome. The Institute's activities are to include the fostering of Canadian cultural events in Italy and assistance to Canadian scholars and artists to study there, as well as the granting of scholarships to Italians to enable them to study in Canada. It was also agreed that discussions should begin later on a general agreement covering the full range of cultural and artistic events.

International Atomic Energy Agency

THE eleventh general conference of the 97-member International Atomic Energy Agency was held in Vienna from September 26 to October 2, 1967, under the chairmanship of Dr. J. Neumann, Chairman of the Atomic Energy Commission of Czechoslovakia. The Canadian delegation was headed by Mr. J. A. McCordick, the Canadian Ambassador to Austria and Canadian Governor on the IAEA Board of Governors, and included Mr. J. L. Gray, President of Atomic Energy of Canada, and Dr. G. C. Laurence, Chairman of the Atomic Energy Control Board as well as a number of other Canadian Government officials.

The prominent role which Canada has played in the work of the International Atomic Energy Agency since its inception in 1957 is a reflection of the interest which Canada has shown in the development of atomic energy for peaceful purposes. In a written statement to the conference on progress in the peaceful applications of nuclear energy in Canada during the past year, the Canadian delegation noted :

The past year has been one of progress and expansion for the Canadian nuclear power programme. Probably the most significant development was the decision by Canada's largest electric utility company, the Hydro-Electric Power Commission of Ontario, to add two 540-megawatt units to its Pickering nuclear power station, now being built near the city of Toronto. This will double the station's capacity . . . and make it the second largest nuclear power plant under construction in North America Meanwhile, construction began on the 250-megawatt Gentilly (nuclear power) station on the St. Lawrence River in the Province of Quebec. Another development in the past year was the conclusion of an agreement between the Governments of India and Canada to build a second 200-megawatt . . . unit at the Rajasthan Atomic Power Project in Northwest India In Pakistan the Canadian General Electric Company Limited are building a 137-megawatt . . . nuclear power plant.

Thus there are now in operation or under construction in Canada and abroad six nuclear power stations of Canadian design, comprising ten reactors in all, having a total generating capacity of more than 3,000 megawatts and representing an aggregate investment of more than \$900 million.

The prominent role which Canada played in nuclear research was also demonstrated at the conference by the fact that Mr. K. V. MacQueen, head of the Food Irradiation Programme, Atomic Energy of Canada Limited, was one of three guest lecturers. Mr. MacQueen, who spoke on the subject "Food Irradiation and its Future Prospects", emphasized the importance of irradiation as a means of preventing food-spoilage and thus increasing the world's food supply.

A considerable part of the general debate was devoted to a review of atomic energy activities and development in the member nations of the Agency. Several delegates also made reference to the likelihood that the Agency might be asked to administer international safeguards arrangements as a result of the successful conclusion of an agreement for the non-proliferation of nuclear weapons, and they urged that the conference recommend that the Agency undertake any responsibilities of this nature that might be asked of it. In commenting on this

subject in his closing statement to the general conference, Dr. Sigvard Eklund the Agency's Director-General, said :

It is clear that delegates share my satisfaction and optimism at the prospects for non-proliferation of nuclear weapons, and my conviction that the Agency has an important part to play in the related implementation of safeguards. In meeting this challenge, the Agency will continually review its procedures and practices to ensure their maximum effectiveness and take account of constantly changing situations. Research and development to adapt the safeguards system to modern techniques is essential, and I am gratified by the readiness of member states to devote national efforts to this end.

Delegates also referred favourably to the expanding role of the Agency in administering existing safeguard arrangements which had been transferred to it as a result of bilateral or multilateral agreements. This is a development in the field of nuclear safeguards that Canada strongly supports. The safeguards rights of the Canada-Japan bilateral agreement were formally transferred to the Agency in 1966 and in the same year an agreement was reached with India regarding the use of the Agency's services in administering the safeguards rights of the agreement between Canada and India relating to the Rajasthan Atomic Power Station and the Douglas Point Nuclear Generating Station. It was noted by the conference that the Agency already exercised safeguards responsibilities on nuclear reactors in 29 countries.

Reference was also made in the general debate to the Treaty for the Prohibition of Nuclear Weapons in Latin America, which calls on signatory powers to negotiate multilateral or bilateral agreements with the Agency for the application of its safeguards to their nuclear activities.

The conference approved the Agency's 1968 regular budget, which provides for expenditures of \$10,477,000 (U.S.), an increase of 10.4 per cent over the 1967 budget. Five per cent of this increase is the result of increased costs and 5.4 per cent represents programme expansion. Canada's assessed share of members' contribution to the total budget is 2.85 per cent or \$289,660 (U.S.). The conference also set \$2 million (U.S.) as the target for voluntary contributions to the Agency's operational budget, which is used for the operation of technical assistance programmes. A total of \$1,333,608 was pledged toward this target by 55 countries during the general conference session. As in previous years, Canada pledged, subject to the approval of Parliament, an amount of \$57,000 (U.S.), equivalent to 2.85 per cent of the target.

The conference also unanimously approved the application of Malaysia for membership in the Agency, which will make that country, on deposit of its instrument of acceptance of the Agency's Statute, the ninety-ninth member of the organization. Algeria, Bulgaria, Ceylon, Madagascar, Peru, the Philippines and Turkey were elected to the Agency's Board of Governors to serve for two years. The 18 other members of the Board either were designated by the outgoing Board or will serve the second of a two-year term of office which began in 1966. Canada, as one of the five members most advanced in the technology of atomic energy, has been a member of the Board of Governors since the inception of the Agency.

Canada-France Committee on Economic and Trade Relations

THE Canada-France Committee on Economic and Trade Relations, which met in Paris on October 23 and 24, was established in 1953. This consultative body had met on a number of occasions previously, most recently in Ottawa in 1965. The Committee, which is composed of officials of the two governments drawn from the various departments concerned with economic and trade matters, provides a forum for the exchange of information and views on bilateral and multilateral questions of mutual interest in this field. By establishing a frame of reference reflecting the general positions of the two governments on such questions, its deliberations serve to provide a background to the contacts that take place on a day-to-day basis through normal diplomatic channels and in multilateral organizations of which both countries are members.

At the recent meeting, the Canadian delegation was headed by Mr. M. Schwarzmann, Assistant Deputy Minister (Trade Policy) of the Department of Trade and Commerce, and included officials of the Departments of External Affairs, Finance and Agriculture and of the External Aid Office, as well as from the Canadian Embassy in Paris. The French delegation, led by Mr. Tanguy de Courson, Deputy Director of the Economic Branch of the Foreign Ministry, included officials of that ministry and of the Ministry of Economic and Financial Affairs, as well as of the French Embassy in Ottawa.

The discussions covered a number of topics within the general area of the economic relations between the two countries, including such matters as the current domestic economic situation in each country and bilateral trade and investment. Each delegation took the opportunity to bring to the attention of the other particular matters of concern within the context of their bilateral economic and trade relations, which the ensuing discussions will no doubt assist in resolving. As a second general topic there was discussion of economic relations with the developing countries, including such matters as aid and the various questions likely to arise at the second session of the United Nations Conference on Trade and Development, to be held in New Delhi early in 1968. Finally, there was an exchange of views on a variety of multilateral economic matters, including the trade situation following the Kennedy Round of tariff negotiations, which was concluded this past summer in Geneva. These various exchanges afforded each delegation useful additional information on an understanding of the position of the other government on the subjects discussed, which will undoubtedly be helpful in the consideration of future courses of action.

The discussions took place in a cordial atmosphere, and the Canadian delegation appreciated the warm hospitality extended to them by their hosts. It was agreed that the next meeting of the Committee should take place in Canada.

United Nations Development Programme

CANADA'S CONTRIBUTION FOR 1968

THE United Nations Development Programme stands as a landmark in the efforts being made to remove the glaring disparities in living standards which mark today's world. The UNDP is the world's largest single multilateral source of pre-investment assistance and technical co-operation. It is financed by the voluntary contributions of governments belonging to the United Nations or Specialized Agencies. In 1967, 111 nations pledged approximately \$172 million (U.S.).

Canada has long been a strong supporter of development assistance sponsored by the United Nations. In 1967, Canada was the fourth largest contributor to the UNDP, with a contribution of \$10.75 million (Cdn), or slightly more than \$0.50 *per capita*.

In 1966, 181 Canadian experts were serving in over 40 countries including 14 managers of Special Fund projects. Canadian industry has been active in the Programme by filling many important UNDP orders for consulting services and equipment.

The following is an extract from a statement at the Pledging Conference of the United Nations Development Programme by the Canadian representative Mr. Gerard Pelletier, Parliamentary Secretary to the Secretary of State for External Affairs, on October 9, 1967 :

"1967 has been a year in which the full benefits of the merger between the Special Fund and the Expanded Programme of Technical Assistance (EPTA) components have begun to be felt. This year the Governing Council approved a number of well-considered comprehensive Special Fund project recommendations. More projects reached completion, and certain of them attracted follow-up investment — one of the prime objectives of the United Nations Development Programme. Recent figures indicate that over \$1.9 billion has now been committed to investments either directly related to, or consonant with, project recommendations. This is a most gratifying figure, which fully attests the effectiveness of UNDP pre-investment activity. In the technical assistance sector, 1967 saw plans formulated for continuous programming procedures, which, when implemented, should result in a more manageable, more efficient, programme.

A Continuing Challenge

"Looking ahead to the forthcoming year, we foresee that to increase the flow of resources to the less-developed regions of the world will be a continuing challenge. We are playing our part in this task by increasing rapidly our own aid programme — a programme which we shall, wherever possible, closely co-ordinate with the activities of multilateral organizations such as UNDP

our current annual aid programme now stands at nearly \$300 million, and the Canadian Secretary of State for External Affairs recently said, by the early 1970s, we expect to have increased our allocations for aid purposes to a level where they will be roughly equivalent to one per cent of our national income. At the same time, we shall be constantly striving to improve the quality of aid.

"Mr. President, Canada has been, and will continue to be, a strong supporter of the United Nations Development Programme. In the last two years, the substantial increases in our annual contributions reflected the importance we attach to the attainment of the Programme's current annual target of \$200 million. When making our pledge last year, we also took into account increased requests for assistance that will presumably result from the recent establishment of the United Nations Industrial Development Organization. For 1968, with these considerations in mind, Canada intends, subject to the approval of our Parliament, to contribute a total of \$10,750,000 (Cdn) to the Programme for technical assistance and pre-investment activities.

"In conformity with our belief that a well-administered unified programme is the most effective instrument for multilateral-aid disbursement, we leave it to the Administrator of UNDP to apportion and utilize these funds as he sees fit. We are sure that his sound judgement and broad perspective of international aid administration will ensure the continuity of this most effective channel for multilateral aid funds."

Conference on Trade and Development

THE fifth session of the Trade and Development Board of the United Nations Conference on Trade and Development was held in Geneva from August 1 to September 9. The Board is the executive body which directs the work of the organization between meetings of the total membership. Canada belongs to the 55-member Board, as well as to the four main functional committees reporting to it, which deal with commodities, manufactures, invisibles and financing, and shipping. The Canadian delegation to this session was led by Mr. A. J. Andrew, Canadian Ambassador in Stockholm, and included representatives from the Departments of Trade and Commerce, Finance, and External Affairs.

This session was of particular interest and importance because it was the Board's last meeting before the Second Conference convenes in New Delhi in February and March next year (the first UNCTAD met in Geneva in 1964). The Board, therefore, has as its principal task the preparation for this major meeting, which will provide an opportunity to review the work of the organization since its inception and will discuss new measures designed to assist in solving the trade and development problems of developing nations. The Board was able to resolve the points still in dispute regarding the wording of the draft provisional agenda for the Second Conference; it also made specific recommendations for the organization of the New Delhi meeting.

Provisional Agenda

The comprehensive provisional agenda which the Board recommends to the Conference reflects the wide range of matters with which UNCTAD deals. Major problems for discussion at New Delhi include : commodity problems, including techniques for stabilizing the international market and measures to liberalize trade in primary products; measures to increase exports of finished products from developing countries, in particular the question of the grant by developed countries of generalized preferential treatment for such exports; other measures to assist developing countries' trade, including a recent proposal for the establishment of a joint UNCTAD/GATT International Trade Centre; and measures to improve the volume, terms and conditions of the financial resources that are made available for development purposes.

Although the Board did not attempt formally to identify which items within the long agenda it would recommend as matters deserving priority treatment at the second UNCTAD, there was general agreement that the New Delhi meeting would provide an important instrument for stimulating international co-operation in improving the capacity of developing countries to participate more actively and on a greater scale in world trade; it was also expected that the Conference would give new impetus to the totality of international efforts to date to promote the economic growth of developing countries.

International Monetary Fund and International Bank

ANNUAL MEETINGS, 1967

THE annual meetings of the International Monetary Fund (IMF) and the International Bank for Reconstruction and Development (IBRD) for 1967 took place at Rio de Janeiro from September 25 to 30. Canada was represented by a delegation headed by the Minister of Finance, Mr. Mitchell Sharp, and including the Honourable Jean Chrétien, Minister without Portfolio, the Governor of the Bank of Canada, Mr. Louis Rasminsky, the Chairman of the Parliamentary Committee on Banking and Finance, Mr. Herbert Gray, and Mr. Gaston Lermont, the Vice-Chairman.

This year's meetings involved discussions of two major issues of great current interest and significance. Within the IMF, proposals for supplementing world monetary reserves were discussed; the main topic of discussion by the IBRD was the replenishing of the funds of the International Development Association. The two questions were linked by many speakers as important for the growth of both the developed and developing worlds.

The IMF meeting marked a major advance in efforts by the world's financial powers to achieve substantial agreement on ways of avoiding a world shortage of internationally-acceptable means of payment (or shortage of international liquidity"). Talks on this subject have been taking place both within the IMF and among the members of the Group of Ten (the ten largest members of the IMF, including Canada) over the last few years, and the arrangement approved at Rio was substantially the same as that agreed to by the ministers of the Group of Ten at their meeting in London on August 26, 1967.

Special Drawing-Rights

Thus the focal point of the meeting was the unanimous adoption of a resolution instructing the IMF Board of Directors to prepare the necessary legal documents to establish a new facility in the form of special drawing-rights. These rights would be distributed to members in proportion to their IMF quotas, providing a supplement to existing gold and foreign-exchange reserves. All the delegates who spoke at the meeting welcomed the fact that this facility was in accord with the basic principles of non-discriminatory and universal participation, and that it would be administered within the IMF. It was generally recognized that achieving agreement had required considerable compromise, and that, while the result was not ideal, it represented an important step in the development of the international monetary system.

In the discussions leading up to the Rio meeting, one of the main areas of disagreement had been whether the new resources should take the form of

additional credit that could be lent to countries in need, or whether it should take the form of an asset that could be owned and traded without repayment obligations, and considered as part of a country's reserves. The special drawing rights are to have some of the characteristics of both these forms of liquidity, since a country may spend up to 70 per cent of the special drawing-right allotted to it without any repayment obligation and the rights will be rather less easily transferable than gold or dollars.

Various Views

There was widespread support for the Managing Director's reference to the special drawing-rights as reserve assets. U.S. and British representatives emphatically stated their intention of including the special drawing-rights in their official reserves, and Italy and the Netherlands spoke of doing so in whole or in part. France and the Federal Republic of Germany expressed a different view, stressing that it was credit rather than currency that would be created under the proposed scheme. Both countries, together with the Netherlands placed great emphasis on the importance of the reconstitution provisions. (The proposals approved by the meeting required that a country should reconstitute its holdings of special drawing-rights to the extent that its use of them exceeded 70 per cent of its quota over a five-year period.) Other Governors were less concerned about this feature and, like the British, did not believe that it would be unduly restrictive in practice. Many speakers noted that, in any event, the provision would be reconsidered after the initial five-year period, allowing the opportunity for adjustments in subsequent periods.

The outline plan for the facility includes a requirement of an 85 percent majority for decisions on the special drawing-rights, as opposed to the 80 percent provision required by the existing IMF articles. This would give the countries of the European Economic Community as a group an effective veto over the creation of the new asset which they do not at present have over other IMF decisions. While some members expressed concern about this provision, they noted that a decision on special drawing-rights which did not have the support of any members of the EEC would be unworkable in any event.

The Netherlands and France also suggested that the 85 percent majority principle should be extended to other IMF matters, but a number of developing countries stated their objection to such an amendment. This proposal and other proposed amendments to the IMF articles are to be considered by the Executive Directors over the next several months.

Most countries stressed the importance of an early completion of the legal instrument necessary for the special facility and did not want the parallel study of other amendments to the articles to delay this primary objective. The exceptions were Germany, France and Belgium, which considered it essential to have both types of amendment presented to the IMF Governors at the same time.

In supporting the special drawing-rights, many speakers, and particularly the members of the Group of Ten, stressed the limitations of this new facility. They noted that it would not lessen the need for co-operation between governments on economic policies and the pursuit of the appropriate "mix" of domestic policies to ensure the smooth functioning of the international monetary system. In this regard, France and Germany considered that the reserve-currency countries (Britain and the United States) ought to improve their balance-of-payments positions before the special drawing-rights were created.

Canadian View

In his address to the annual meetings, the Canadian Minister of Finance, Mr. Sharp, strongly supported the establishment of the new facility and urged its early adoption. In particular, he stressed the growing recognition of the inadequacies of the gold-reserve currency system in meeting the requirements of a dynamic modern world, and hence the desirability of endowing the special drawing-rights with characteristics that would make them attractive to hold. Although the Canadian Government would have preferred the exclusion of the reconstitution feature, he said, it regarded the plan as sufficiently flexible to permit adaptations to be made in the light of experience. In supporting the adoption of the new IMF facility, Mr. Sharp declared that better performance was needed by countries individually in achieving and maintaining internal and external equilibrium. The improved management of international liquidity would not in itself provide a solution to the problems resulting from international payments disequilibria. However, it would provide a more favourable environment for an appropriate adjustment of national policies.

On the question of whether the establishment of the special drawing-rights should be dependent on other amendments to the IMF articles, Mr. Sharp noted that, while the reports on both proposals had, very properly, the same target date, the acceptance of the proposal to establish the new facility was not conditional on the acceptance of other amendments to the IMF agreement.

IBRD Meeting

At the concurrent meeting in Rio de Janeiro of the International Bank, the replenishment of the resources of the International Development Association was the most important issue to be discussed and dominated the proceedings. The IDA is the affiliate of the International Bank that extends credits on concessional, or "soft", terms to developing countries that do not earn sufficient foreign exchange to service loans made on more conventional terms. Out of the total of the IDA's stock of loanable funds, which amounted to \$1,781 million as of June 30, 1967, only \$86.8 million remains uncommitted. These funds, however, have all been earmarked for projects which are in the final stages of consideration.

Thus the question of what sort of new resources were to be provided to

the IDA had become acute, and was a matter for very extensive discussion at the Bank annual meeting. As a result of these discussions, members emerged with a much clearer idea of the requirements of the IDA and the steps that would be needed to achieve agreement on this issue.

In his address to the annual meetings, Mr. Sharp said that Canada attached the highest importance to the early replenishment of the IDA at a substantially higher level. He pointed out that an increase in the IDA's commitment authority to \$1,000 million a year would involve only a yearly transfer of \$1.25 *per capita* from the citizens of the developed countries. This was hardly excessive when it was contrasted with the expected annual increase of \$70 in the *per capita* incomes of developed countries and of \$3 in the incomes of the developing world. "There will be agreement, I am confident", he said, "that the war against starvation, sickness, ignorance and poverty in less-fortunate parts of the world should be continuous and escalating. This will not be possible if the level of aid is to be treated as a residual item in national planning." He went on to declare that, subject to Parliamentary approval, Canada would be prepared to contribute its share.

While it is difficult to estimate the accomplishments of such a vast meeting as that at Rio, where over 3,000 government and financial figures from round the world were gathered, it appears to have given a significant new impetus to the IDA and may well come to be regarded in future years as an important milestone in the development of a successful world monetary system.

Meeting of Commonwealth Finance Ministers

PORT OF SPAIN, SEPTEMBER 1967

THE finance ministers of the Commonwealth customarily meet before the annual meetings of the International Monetary Fund and the World Bank. This year's meeting took place at Port of Spain, Trinidad, from September 20 to 22. Canada was represented by a delegation that was headed by the Honourable Jean Chrétien, Minister without Portfolio, and included the Vice-Chairman of the Parliamentary Banking and Finance Committee, Mr. Gaston Clermont.

The delegates devoted much of their time to discussions on the special-drawing-rights proposals for supplementing the monetary resources of the IMF which had been agreed to in discussions among the Group of Ten (the largest members of the IMF) and were to be presented to the IMF annual meeting in Rio de Janeiro immediately after the Port of Spain meeting. Since Canada and Britain were the only members of the Group of Ten present at Port of Spain, the former was able to play a useful role in explaining the proposed arrangements to the other members of the Commonwealth.

After the meeting a communiqué was issued, the text of which follows :

Communiqué

1. A meeting of Commonwealth finance ministers was held at Port of Spain on September 20 and 21, 1967. It was opened by His Excellency the Governor General of Trinidad and Tobago, and met under the chairmanship of the Prime Minister and Minister of Finance of Trinidad and Tobago, Dr. the Right Honourable Eric Williams.

2. Botswana was represented by the Vice-President and Minister of Finance, India by the Deputy Prime Minister and Minister of Finance, Australia by the Treasurer, Britain by the Chancellor of the Exchequer, and Ceylon, Cyprus, The Gambia, Guyana, Jamaica, Kenya, Malawi, Malaysia, New Zealand, Pakistan, Singapore, Tanzania and Uganda by their Ministers of Finance. Canada was represented by the Minister without Portfolio, Lesotho by the Minister of Education, Malta by the Minister of Justice and Parliamentary Affairs, and Zambia by the Minister of State for Finance. Ghana was represented by the member of the National Liberation Council responsible for Finance and Sierra Leone by the member of the National Reformation Council responsible for works. Barbados was represented by the Financial Secretary, and Nigeria by the Permanent Secretary, Ministry of Finance. The Associated States of the Eastern Caribbean were jointly represented by the Deputy Prime Minister and Minister of Finance of St. Kitts. The representatives of the British dependent territories of Bahamas, Hong Kong and St. Vincent also took part in the deliberations.

3. This was the first Commonwealth ministers' meeting which the Associated States of the Eastern Caribbean had attended and the other ministers were pleased to welcome the minister representing them.
4. The meeting reviewed broadly recent developments in the world economic situation. They noted that the industrialized countries as a group had experienced some slowing-down in the rate of economic expansion since the middle of last year but that there was some evidence that the rate of expansion was now accelerating. Ministers noted with considerable concern the continued deterioration of the growth rates of the developing countries as a group.
5. The ministers observed that international trade had continued to expand at a relatively rapid rate in 1966 but that the growth in 1967 was likely to be less than in the previous year. With some recovery of the rate of economic expansion in industrialized countries, trade should accelerate in the coming year. They considered that, in order to sustain this tendency, industrialized countries which were in balance-of-payments surplus should, where appropriate, seek a greater rate of domestic expansion and a greater allocation of resources for the developing world. They stressed that there were close links between healthy economic growth in both developed and developing countries and the expansion of world trade.
6. Ministers felt that, while the outcome of the Kennedy Round of negotiations would bring considerable benefits to industrialized countries, it was likely to have little direct effect on the exports of the developing countries and those of certain primary-producing countries. Higher rates of growth in the developing countries required further measures, particularly international commodity agreements for establishing the prices of primary products at fair and remunerative levels, improved access for manufactured exports to the developed countries by the reduction of both tariff and non-tariff barriers and by improved marketing methods, and an expansion of the flow of resources to these countries.
7. While the ministers noted that the first UNCTAD had not produced any tangible results so far, they hoped that the forthcoming second United Nations Conference on Trade and Development, to begin in New Delhi in February 1968, would be able to make substantial progress in the field of international trade relations and aid policies.
8. In response to questions about Britain's application to join the EEC, the Chancellor of the Exchequer reaffirmed that the British Government was seeking membership of the Community provided essential British and Commonwealth interests were safeguarded. Ministers, in welcoming this renewed assurance by the Chancellor, reaffirmed the importance of discussions and consultations between Britain and other Commonwealth countries throughout the negotiations.
9. Ministers welcomed the outline scheme for creation of special drawing-rights under the International Monetary Fund to supplement existing reserve assets. While recognizing that compromise had been necessary and that the proposed scheme did not meet all of the desired objectives, they considered it a significant

ep forward and expressed the strong hope that it would be adopted at the forthcoming meeting of the Governors of the International Monetary Fund. They agreed that this scheme should strengthen confidence in the international monetary system and thus improve the climate in which developed countries could adopt more liberal policies in trade, aid and capital flows. In this way agreements on the scheme should make a contribution to the problem of providing financial resources to developing countries. Ministers agreed that it was important to the success of the scheme that the special drawing-rights be widely accepted as a supplement to existing reserve assets. They stressed the importance of timely activation of the scheme and emphasized the need for adaptability so that it could be improved in the mutual interests of both the developed and developing countries as experience was gained in its operation.

2. Ministers felt that some reform of rules and procedures of IMF might have to be considered. However, they were agreed that consideration of these reforms should not be allowed to delay the adoption of the outline of the scheme for special drawing-rights.

3. Ministers examined the balance-of-payments prospects for the sterling area as a whole, and expressed satisfaction with the improved prospects for the coming year. As regards the position of sterling, ministers noted a marked improvement in the balance of payments of Britain over the last year and appreciated its efforts to maintain and increase the strength of sterling. They noted, however, that deteriorations in terms of trade for a number of Commonwealth countries were a matter of concern. It was suggested that programmes should strengthen the sterling area and to expand the total Commonwealth exports would be desirable.

4. Ministers had a full discussion on the problems of development. They expressed concern about the growing burden on developing countries of interest and debt repayments. They felt that it was essential that the terms and conditions in which development aid was made available should be adapted to minimize the burden on the balance of payments of developing countries.

5. Ministers noted that, while the capacity of developing countries to use external development assistance effectively had appreciably increased, the net amount of resources available had tended to remain static and, in some cases, the conditions attached to aid had become more stringent. Ministers welcomed the action taken by some Commonwealth countries in softening the terms of development finance and expressed the hope that other donor countries would do likewise.

6. Ministers noted the recent discussions between the President of the International Bank for Reconstruction and Development and a number of developed countries on the replenishment of the resources of IDA. In view of the special need for multilateral development finance on soft terms, they were of the view that a definite timetable should be set leading to an early and substantially increased level of replenishment of the resources of the IDA.

15. Ministers expressed the hope that the special problem of smaller countries in respect of more funds on softer terms would be especially examined.
16. The Ministers had before them a report by the Secretary-General on the flow of intra-Commonwealth aid in 1966 against the background of the general development and aid situation. They noted that the flow of intra-Commonwealth aid risen by approximately 7 per cent in 1966. Ministers noted the plans for a distinctive Commonwealth contribution in technical assistance formulated at a meeting of finance officials at Nairobi in May 1967. They hoped that the feasibility study on market development and export promotion arising from the same meeting would produce for consideration by Commonwealth governments early practical proposals for assisting Commonwealth countries in expanding export earnings.
17. Ministers agreed to consult through the Secretary-General regarding the venue for the 1968 meeting.
18. Ministers expressed their warm appreciation of the generous hospitality of the Government of Trinidad and Tobago and the excellent arrangements made in providing host facilities for the meeting.

Visits of Heads of State or their Representatives

HEADS of state or their representatives from 11 countries visited Canada at the invitation of the Governor General in the latter half of September and the first half of October.

Kenya

The Minister for Commerce and Industry, Mr. Mwai Kibaki, represented his Head of State on an official visit to Canada starting September 8. Mr. Kibaki, accompanied by the Honourable S. O. Ayodo, Minister of Tourism and Wildlife, visited Ottawa, Montreal and Toronto, concluding his visit on September 16.

Italy

President Giuseppe Saragat, accompanied by Foreign Minister Amintore Fanfani, paid an official visit to Canada, starting in Ottawa on September 11. After attending ceremonies marking the national day of Italy at Expo 67, the Italian Head of State visited Toronto and Chatham, New Brunswick.

Mexico

His Excellency Pedro R. Suinaga Lujan, Ambassador of Mexico in Canada, represented President Ordaz at the celebrations marking his country's national day at Expo 67 on September 15.

Yugoslavia

The President of the Federal Executive Council, Mika Spiljak, accompanied by senior officials, began an official visit to Canada starting September 18. Besides Ottawa and Expo 67, the Yugoslav party visited Quebec City and Victoria before returning to Belgrade.

Barbados

Prime Minister Barrow, accompanied by the Honourable G. G. Fergusson, Minister of Trade, Tourism, Co-operatives, and Fisheries, and senior officials, paid an official visit to Canada from September 19 to 27, visiting Quebec City and Charlottetown in addition to Ottawa and Expo 67.

Denmark

Their Royal Highnesses Princess Margrethe and Prince Henrik began their official visit to Canada in Ottawa on September 20. After participating in their country's national day celebrations at Expo 67, they visited Victoria before departing for Copenhagen on September 30.

Sweden

Princess Christina represented her father, King Gustav, on an official visit to Canada from September 24 to 30, visiting Quebec City and Winnipeg in addition to Ottawa and Expo 67.

Togo

Mr. Joachim Hunlede, Minister of Foreign Affairs, visited Ottawa and Expo 67 representing his President, Colonel Eyadema, on an official visit to Canada from September 27 to 29.

Norway

His Royal Highness Crown Prince Harald represented King Olav on an official visit to Canada from October 1 to 6. Besides Ottawa, Montreal and Expo 67, he visited Quebec City and Victoria.

Ghana

Lieutenant-General Ankrah, Chairman of the National Liberation Council, accompanied by senior officials, paid an official visit to Canada between October 2 and 6. Besides Ottawa and Expo 67, he visited Calgary before departing for Ghana *via* Washington.

Algeria

Mr. Nourredine Delleci, Minister of Commerce, accompanied by senior officials, visited Ottawa and Expo 67, representing President Boumedienne on an official visit to Canada from October 3 to 5.

External Affairs in Parliament

Security Council on Middle East

In reply to a question on October 24, regarding consideration by the Security Council of the sinking of an Israeli naval vessel, the Honourable Paul Martin, Secretary of State for External Affairs, made the following statement :

The fighting in the Suez area has stopped as the result of a suggestion by the United Nations Truce and Supervisory Organization that there be a cease-fire. The Canadian position has been that a representative of the Secretary-General should be appointed by the Security Council to act as a communications link between the parties. This is the minimum action that should be taken to meet the situation in the Middle East, and the Canadian Delegation is working toward this end.

It has been suggested that, before this appointment can be agreed to, there will have to be an agreement by Israel to withdraw its forces beyond the present areas of occupation. In response to this, and I think rightly, Israel takes the position that there should be a declaration that the other side will forego its state of belligerency. Until these two statements of principle are agreed to, I am afraid I cannot report that progress in these negotiations is taking place. However, we shall persist in the view that the least that should be done is that a representative of the Secretary-General be appointed in the absence of direct negotiations to try to bring the parties together.

Extension of Fishing Limits

Mr. Martin, made the following statement before the Standing Committee on External Affairs at its meeting on the Law of the Sea on October 26 :

The Committee will recall that on July 15, 1964, a law was enacted respecting the territorial sea and fishing zones of Canada. The main effect of this legislation was to create, beyond the already existing three-mile territorial sea off the shores of Canada, a further nine-mile zone within the limits of which Canada would exercise exclusive fishing rights. This legislation was, of course, immediately enforced, the 12-mile zone having as its inner limits the sinuosities of the coast-line of Canada, except for certain bays, such as those of Newfoundland, which were already a part of Canadian internal waters. The only exceptions that were made to this general Canadian jurisdiction were in favour of certain European countries and the United States of America, whose fishermen had for a substantial number of years, and in certain cases for centuries, been exercising their activities within the zones described in the 1964 legislation.

It was then decided, and Parliament was informed of this decision, that, pending the termination of negotiations with the countries involved, the fishermen of these countries would be allowed to continue the activities they had been carrying out previously in those areas where they had traditionally fished.

At the same time, however, the 1964 Act provided that the Governor-in-Council (and I quote Section 5, Paragraph 1, of the Act) "may, by Order-in-Council, issue one or more lists of geographical co-ordinates of points from which base-lines may be determined and may, as he deems necessary, amend such lists". The effect of that section was that the Government was empowered to establish along the coasts of Canada a system of straight base-lines which would, in those areas where they were proclaimed, replace the sinuities rule. The process would permit an extension of the internal waters of Canada and, by consequence, an extension of the territorial sea and fishing-zones of Canada. The Canadian Government entered into a series of bilateral negotiations with those countries that would eventually be affected by any such establishment of base-lines to ascertain whether or not the proposed straight base-lines would be acceptable to them from the point of view of international law. Although the drawing of straight base-lines is a matter that can only be undertaken by Canada, such a system cannot be implemented unless it is carried out in accordance with the applicable rules of international law. Thus, if Canada could obtain the agreement of countries most directly affected, there could be no doubt that the application of the system of straight base-lines would be legitimate in the eyes of the world community. If, on the other hand, such agreement could not be obtained, implementation by Canada could give rise to protests and possibly to international litigation.

These questions were discussed with seven European countries, namely the United Kingdom, Norway, Denmark, France, Portugal, Spain and Italy, and with the United States of America. It will be recalled that, on a number of occasions, the Minister of Fisheries and I have explained some of the difficulties relating to these negotiations. I am now in a position to report further on the matter and to indicate the action that the Canadian Government now proposes to take.

Within the next few days, the Government will issue a first list of geographical co-ordinates of points, which will permit the immediate enforcement of a straight baseline system along the coast of Labrador and along the eastern and southern shores of Newfoundland. This will be only the first such list that the Government intends to issue within the next few weeks. Other lists will follow for other areas. The main reason for beginning to implement this policy in Labrador is that the coast of Labrador is the one that most readily lends itself to an application of the rules of international law as they are laid down in the 1958 Convention on the Territorial Sea and Contiguous zones and in the decision of the International Court of Justice in 1951 in the *Anglo-Norwegian Fisheries* case. As a matter of fact, the configuration of the Labrador coast is similar to

that part of the Norwegian coast-line that was the subject of the International Court decision of 1951. As to the eastern and the southern coast of Newfoundland, the members will recall that the Canadian Government committed itself in 1949, under the terms of the Union of Newfoundland and Canada, to preserve the historical internal character of the bays of Newfoundland. Although this commitment has already been fulfilled in practice through the assertion of our exclusive rights over these bodies of water ever since 1949, there have been, thus far, no special provisions made in our legislation to cover this situation. From now on, all bays of Newfoundland will clearly and definitely be defined as internal waters of Canada.

The intended line along the eastern and southern coasts of Newfoundland will be a continuous one with only one exception — in the vicinity of the French islands of St. Pierre and Miquelon, pending a definitive settlement of the demarcation line in that area between the two countries. This question is now the subject of negotiations with France.

As I mentioned, further lists of co-ordinates will shortly be issued. Our negotiations concerning closure of various bodies of water off our coasts have continued. I also wish to inform the House that the Canadian Government is at present discussing with other countries possible additional means of protection for coastal fisheries, looking to the eventual establishment of a rational regime of conservation and exploitation of the living resources of the sea through which coastal states would receive greater protection; under such a regime, it would also prove possible to provide for the interests of long-distance fishing fleets.

I hope to be in a position to make an announcement on this matter in a few weeks time. I will be tabling an appropriate Order in Council in the House of Commons.

FORTHCOMING CONFERENCES

UNHR, Executive Committee, eighteenth session: Geneva, October 30 — November
North Atlantic Assembly: Brussels, November 20-25
Colombo Plan Consultative Committee Meeting: Rangoon, November 21 — December 1
GATT Ministerial Meeting: Geneva, November 22-24
International Symposium on Industrial Development: Athens, November 29 — December 2
Commission on Narcotic Drugs, twenty-second session: Geneva, December 4-20
NATO Ministerial Meeting: Brussels, December 12-14
UNCTAD: New Delhi, February 1 — March 25
Permanent Joint Board on Defence, 120th meeting: Ramey Air Force Base, Puerto Rico
February 12-16
International Year Symposium on Human Rights: Montreal, March 22-27

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Miss S. M. M. Bisson resigned from the Department of External Affairs, effective August 18, 1967.
Mr. J. J. Dupuis posted from Ottawa to the Canadian Embassy, Paris, effective August 19, 1967.
Mr. J. P. Hutchingame posted from the Canadian Consulate General, San Francisco, to the Canadian Consulate General, Seattle, effective August 24, 1967.
Mr. W. L. McFarlane posted from the Canadian Consulate General, Seattle, to the Canadian Consulate General, San Francisco, effective August 26, 1967.
Mr. W. E. Bauer posted from Ottawa to the Canadian Embassy, Washington, effective August 28, 1967.
Mr. A. S. McGill, formerly High Commissioner for Canada to Tanzania, posted to Ottawa effective September 1, 1967.
Mr. S. G. LeFeuvre posted from the Canadian Embassy, Washington, to Ottawa, effective September 1, 1967.
Mr. S. M. Malone appointed to the Department of External Affairs as Foreign Service Officer 1, effective September 1, 1967.
Mr. A. Dallaire resigned from the Department of External Affairs, effective September 1, 1967.
Mr. C. V. Svoboda posted from the Canadian Embassy, Havana, to Ottawa, effective September 4, 1967.
Miss K. Brown posted from Ottawa to the Canadian Embassy, Vienna, effective September 4, 1967.

- r. W. C. Wilkinson posted from the Canadian Embassy, Tokyo, to the Canadian Embassy, Mexico, effective September 5, 1967.
- r. G. W. Larocque posted from the Canadian Embassy, Mexico, to the Office of the High Commissioner for Canada, Kuala Lumpur, effective September 5, 1967.
- r. W. F. S. Beattie posted from Ottawa to the National Defence College, Kingston, effective September 5, 1967.
- r. R. G. Blackburn posted from Ottawa to the Permanent Delegation of Canada to the United Nations Educational, Scientific and Cultural Organization, Paris, effective September 5, 1967.
- r. R. C. O. O'Hagan posted from the Canadian Consulate General, New York, to Ottawa, effective September 5, 1967.
- r. C. J. Marshall posted from the Canadian Delegation to the Conference of the Eighteen-Nation Committee on Disarmament, Geneva, to Ottawa, effective September 6, 1967.
- r. J. Y. Grenon posted from the Canadian Embassy, Caracas, to the Canadian Embassy, Dakar, effective September 6, 1967.
- r. F. D. Smith appointed to the Department of External Affairs as Foreign Service Officer 1, effective September 7, 1967.
- r. P. R. Jennings posted from the Canadian Embassy, Warsaw, to Ottawa, effective September 8, 1967.
- r. G. H. Reimer appointed to the Department of External Affairs as Administrative Service Officer 3, effective September 11, 1967.

the following Administrative Trainees were appointed to the Department of External Affairs, effective September 11, 1967:

Miss P. J. Keirstead	Miss M. J. O'Rourke
Mr. R. T. Kendrick	Miss J. J. Thornton
Miss S. J. McAuley	Mr. G. J. Wilson

- r. K. Goldschlag appointed Canadian Ambassador to Turkey, effective September 12, 1967.
- Miss J. E. McPhee posted from the Canadian Embassy, Vienna, to the Office of the High Commissioner for Canada, London, effective September 12, 1967.
- r. R. M. Middleton posted from Ottawa to the Canadian Embassy, Washington, effective September 12, 1967.
- r. S. F. Rae, Canadian Permanent Representative and Ambassador to the Office of the United Nations at Geneva, appointed Canadian Ambassador to Mexico, effective September 12, 1967.
- r. G. H. Blouin, Canadian Ambassador to Cameroun, appointed Minister at the Canadian Embassy, Washington, effective September 14, 1967.
- r. J. C. Tremblay posted from Ottawa to the Canadian Embassy, Vienna, effective September 14, 1967.
- r. G. C. Langille, Counsellor, Canadian Embassy, Washington, appointed Chargé d'Affaires a.i., Canadian Embassy, Montevideo, effective September 17, 1967.

The following Foreign Service Officers 1 joined the Department of External Affairs, effective September 18, 1967 :

Mr. A. Advokaat	Mr. P. D. G. Granger	Mr. H. G. Pardy
Mr. H. C. Ahrens	Mr. J. S. Hibbard	Mr. J. C. Piper

Mr. P. R. Anderson
Mr. M. D. Bell
Mr. A. E. H. Campbell
Miss F. Caron
Mr. H. P. G. Fraser

Miss N. J. Hopps
Mr. M. F. Kergin
Mr. R. E. Moore
Mr. A. D. Morgan
Mr. G. E. Paquet

Mr. J. T. Simard
Mr. R. E. Turenne
Mr. M. G. Von Nostitz
Mr. B. K. Watson
Miss E. A. Way

Mr. G. H. J. Duguay appointed to the Department of External Affairs as Foreign Service Officer 3, effective September 18, 1967.

Mr. R. J. De M. Fagan appointed to the Department of External Affairs as Foreign Service Officer 2, effective September 18, 1967.

Mr. C. Hardy appointed Canadian Ambassador to Lebanon, effective September 20, 1967.

Mr. G. Dancosse appointed to the Department of External Affairs as Foreign Officer 2, effective September 21, 1967.

Mr. J. A. Dougan, Chargé d'Affaires a.i., Canadian Embassy, Montevideo, appointed High Commissioner for Canada to Guyana, effective September 22, 1967.

Mr. J. E. Thibault, Counsellor, Canadian Embassy, Buenos Aires, appointed Canadian Ambassador to Cameroun, effective September 23, 1967.

Mr. F. G. Hooton reappointed to the Department of External Affairs as Foreign Service Officer 7, effective September 25, 1967.

Mr. D. M. Collacott posted from the Delegation of Canada to the International Commission for Supervision and Control in Vietnam to the Office of the Canadian Trade Commissioner, Hong Kong, effective September 25, 1967.

Mr. E. R. Johnston posted from Ottawa to the Canadian Embassy, Washington, effective September 25, 1967.

Mr. C. R. Jess posted from Ottawa to the Office of the High Commissioner for Canada Canberra, effective September 26, 1967.

Mr. A. G. Campbell posted from Ottawa to the Canadian Delegation to the Conference of the Eighteen-Nation Committee on Disarmament, Geneva, effective September 26, 1967.

Mr. J. A. R. Millette resigned from the Department of External Affairs, effective September 29, 1967.

Mr. J. W. Currie posted from Ottawa to the Office of the High Commissioner for Canada Georgetown, effective September 29, 1967.

Mr. J. H. Vincent, External Affairs Officer, deceased September 28, 1967.

EXTERNAL AFFAIRS

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United Nations General Assembly

TWENTY-SECOND SESSION — THE FIRST SIX WEEKS

DURING the first six weeks of the twenty-second session of the United Nations General Assembly, the general debate, during which the member states outline their positions on key issues before the current session, was concluded and the seven main committees began detailed examination of the various items on the agenda. Early in November, the Assembly elected the five non-permanent members of the Security Council for the coming two years; these were Algeria, Senegal, Pakistan, Hungary and Paraguay.

First Committee

The First Committee deals with questions of peace and security, and this year, as in the past, its agenda includes items on non-proliferation of nuclear weapons, suspension of nuclear tests and disarmament. The recently-concluded regional Treaty for the Prohibition of Nuclear Weapons in Latin America is also on this year's agenda. Two traditional items, which are usually the occasion of East-West propaganda exchanges, the Korean Question and Elimination of Foreign Military Bases, appear along with a new item which has aroused interest. The full name of this item, inscribed by Malta, gives an indication of its scope and complexity: Examination of the Question of the Reservation exclusively for Peaceful Purposes of the Sea-bed and the Ocean-floor, and the Subsoil thereunderlying the High Seas beyond the Limits of Present, National Jurisdiction and the Use of their Resources in the Interests of Mankind.

Peaceful Uses of the Sea-Bed

Discussion of this subject opened with a long and wide-ranging speech by Malta which had inscribed the item on the agenda. The representative of Malta made several important proposals and urged that the Committee should consider a resolution that would freeze claims to national sovereignty over the ocean-floor "until a clear definition of the continental shelf is formulated"; recognize the ocean-floor as the common heritage of mankind, to be exploited only for peaceful purposes; accord "preferential treatment" to the less-developed countries in the distribution of income derived from sea-bed production; and establish a "widely representative" committee to draft a treaty to safeguard the international character of the sea-bed through an international agency. The dangers of an underwater arms race, the use of the sea-bed for military installations, and the pollution of the sea by radioactive and chemical wastes were also covered.

Outer Space

It has been the custom to discuss the report of the Special Committee on the Peaceful Uses of Outer Space in the First Committee. This year special attention was given to the Outer Space Treaty, which came into effect on October 10. General statements were made praising the Treaty but expressing regret at the lack of progress on conventions regarding rescue and return of "shipwrecked" astronauts, liability for damages caused by space activity, and a definition of outer space. All speakers also expressed support for the forthcoming Outer Space Conference (to be held in Vienna in 1968), which the developing countries hoped would be of benefit to them. Resolutions on the Outer Space Committee and Conference were adopted unanimously both in the First Committee (October 6) and in plenary (November 3).

Treaty for the Prohibition of Nuclear Arms in Latin America

The inscription of this item occurred as a result of a request by a number of Latin American signatories who wished to give publicity to the Treaty. The hope has also been expressed that discussion of the Treaty will encourage further accessions and also speed the conclusion of a general non-proliferation treaty (NPT). The Treaty prohibits the use and presence of nuclear arms in the area and provides for bilaterally-negotiated safeguard arrangements (of the International Atomic Energy Agency type) to be operated by an appointed control organization. The Treaty has two protocols: the first provides that the non-nuclear status of the area shall be respected by the five nuclear powers; the second provides that states outside the region possessing territories within it shall observe the Treaty in respect of these territories. Only Britain has announced its intention of signing both protocols. The United States has expressed its sympathy for the Treaty, but the U.S.S.R. has been wary of what it considers ambiguities contained in it. France, meanwhile, has taken a reserved position.

The Korean Question

Each year, the First Committee debates the report of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK). This year, as in 1962 and 1966, a rival item was submitted by the Communist delegations, calling for an end to all UN involvement in the Korean question. Debate, as usual, began with procedural resolutions regarding participation, and concluded with the adoption of a seating resolution which provided for the Republic of Korea to appear in committee (October 31). Substantive debate followed well-established lines and ended with the adoption of a resolution which reaffirmed the objectives of the UN to be the creation, as a result of "genuinely free elections", of a unified, independent, democratic Korea. It was also decided that UNCURK should "intensify its efforts" to that end.

Special Political Committee

The Special Political Committee shares the work of the First Committee and customarily deals with the questions of *apartheid*, the United Nations Relief and Works Agency for Palestine Refugees, and peace-keeping.

During the early part of the session, the Special Political Committee had only concluded debate and adopted resolutions on one subject, the United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR), of which Canada is a member. All delegations praised the Committee's work and favoured its continued existence. A resolution to that effect, introduced by Canada and co-sponsored by 16 other nations, was adopted unanimously without vote (October 16). The next major report of UNSCEAR is due in 1968.

Apartheid

Debate on this question began on October 19 and has proceeded along well established lines.⁽¹⁾ Owing to the situation in the Middle East, which has preoccupied all delegations, there has been less interest displayed in this question than during the twenty-first session of the General Assembly.

Second Committee

United Nations Capital Development Fund

The United Nations Capital Development Fund, established in 1966, held its pledging conference on October 31, 1967, even though the developed countries, those in the best position to contribute to the Fund, had let it be known that they would not participate, believing that development capital could be better used at this time in replenishing the resources of the International Development Association and supporting the United Nations Development Programme. Statements were made by 64 delegations, 22 of which pledged a total of \$1,298,654 (U.S.). Canada did not participate in the pledging.

Third Committee

Elimination of Discrimination Against Women

At the request of the eighteenth session of the General Assembly, the Commission on the Status of Women prepared and approved, at its nineteenth session in 1966, a draft Declaration Concerning Discrimination against Women. At its forty-first session, ECOSOC transmitted the draft Declaration after only a brief debate at the twenty-first session of the General Assembly. The twenty-first session was unable to give substantive consideration to the Declaration. The

(1) See *External Affairs*, October 1967, Page 389.

present session spent 18 meetings on the study of the Declaration and finally, on November 7, adopted it by a vote of 111 in favour to none opposed (11 delegations were not present).

The Declaration proclaims, *inter alia*, that discrimination based on sex, denying or limiting as it does equal rights between men and women, is fundamentally unjust and constitutes an offence against human dignity. It proclaims so that the principle of equality of rights should be embodied in the constitution of each country and that appropriate measures should be taken to ensure to women, on equal terms with men, without any discrimination, the right to vote in all elections and be eligible for election to all publicly-elected bodies, the right to vote in all public referenda and the right to hold public office and to exercise all public functions.

The Declaration stipulates all appropriate measures to ensure to women, married or not, equal rights with men in the field of civil law — for example, the right to acquire, administer, enjoy, dispose of and inherit property, the right to equality in legal capacity and the exercise thereof and the right to freedom of movement. The Declaration recommends that all appropriate measures should be taken to ensure the principle of equality of status of the husband and wife, in particular: (a) Women should have the right of free choice of a husband and to enter into marriage only with their free and full consent. (b) Women should have equal rights with men during marriage and at its dissolution. (c) Parents should have equal rights and duties in matters relating to their children. In all cases, the interest of the children should be paramount. The Declaration requests also that child marriage and the betrothal of young girls before puberty be prohibited and that effective action, including legislation, be taken to specify a minimum age for marriage and to make the registration of marriages in an official registry compulsory.

Elimination of All Forms of Religious Intolerance

One of the major tasks before the Third Committee is the discussion of the preamble and 12 articles on a draft International Convention on the Elimination of All Forms of Religious Intolerance. An important part of the discussion will revolve, no doubt, round the drafting and adoption of appropriate measures for implementation of the Convention. During the current session, the Committee completed discussion only on the preamble and the first article, which were adopted with amendments. Canada abstained in the vote because it could not accept the amendment adopted which made reference to political issues.

Fifth Committee

By the end of October, the Fifth Committee, which deals with administrative and budgetary questions, managed to finish a number of items on its agenda. The Committee recommended without objection that the General Assembly

approve the financial reports and accounts for 1966 of the United Nations, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) and the United Nations High Commissioner for Refugees (UNHCR). The Committee also recommended that the General Assembly add almost \$2.5 million to the UN regular budget for 1967 to meet expenditure unforeseen when the 1967 budget was approved last December.

On October 27, the Committee unanimously adopted a resolution reaffirming the General Assembly's concern that rapid progress be made in implementing the recommendations for administrative and budgetary innovations contained in the second report of the Ad Hoc Committee of 14 Financial Experts, which had been approved last fall by the Assembly. The resolution was co-sponsored by the 14 countries, including Canada, which had been represented on the Ad Hoc Committee.

On October 18, the Secretary-General introduced his 1968 budget estimate of \$141.6 million and stated that he would not formally contest the reduction of \$5.6 million recommended by the Advisory Committee on Administrative and Budgetary Questions (ACABQ). Canada was the first of 28 countries that by the end of October, had made statements during the general debate on the 1968 estimates. The Canadian representative emphasized the importance of forming proposals for expansion of the UN's activities, especially in the economic and social spheres, on the basis of a long-term plan reflecting essential priorities. Only through this means would it be possible, he said, to obtain the most value for each dollar spent in meeting the unlimited needs of the developing countries. Beginning its consideration of individual budget sections, the Committee approved in first reading appropriations under Sections 9 (hospitality) and 10 (general expenses).

Sixth Committee

During October, the Sixth (Legal) Committee discussed the report of the International Law Commission on the work of its nineteenth session. This report dealt mainly with the subject of "special mission", which was defined as a mission of a representative and temporary character sent by one state to another to deal with that state on specific questions or to perform, in co-operation with the latter state, a specific task. The Committee adopted a resolution co-sponsored by Canada, which approved the Commission's report on special missions and invited member states to submit written observations on the draft articles. The question of special missions will be studied more thoroughly at the twenty-third session of the General Assembly. The Sixth Committee also requested the Commission to study the topic of most-favoured-nation clauses in the law of treaties and the topic of state responsibility.

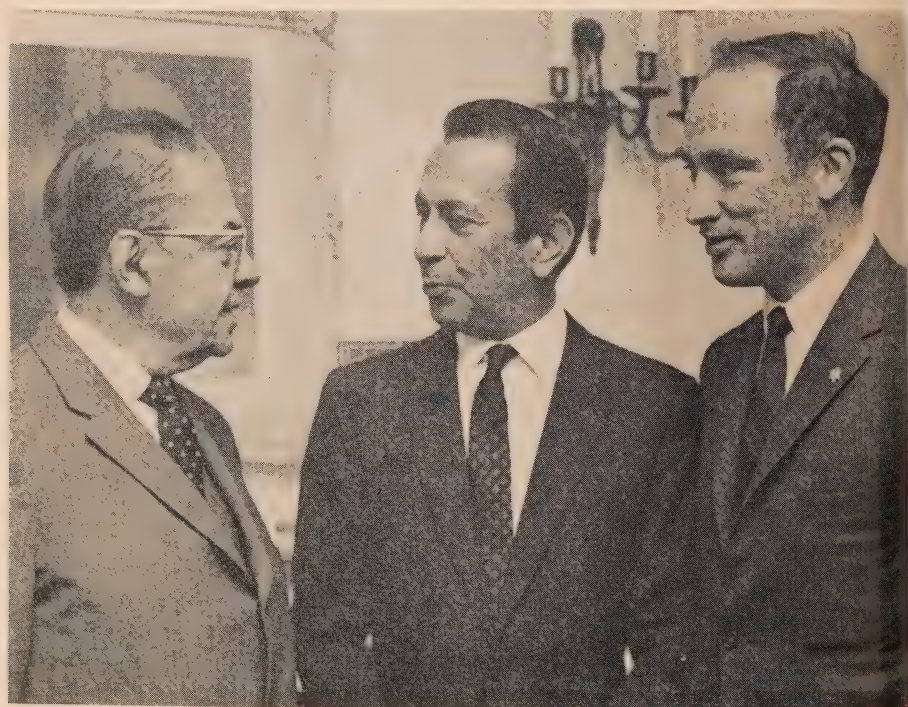
The Committee adopted for the approval of the General Assembly a draft Declaration on Territorial Asylum designed to guarantee the protection of political refugees. This Declaration recognizes the right of the sovereign state to evaluate the grounds for the grant of asylum and determine its own security requirements, but will, it is hoped, protect refugees whose return home, if asylum were refused, would incur prosecution.

Corrigendum : *In the November issue, Page 490, the entry under the heading "Sweden" should begin as follows : "Princess Christina represented her grandfather, King Gustav"*

Coronation of the Shah of Iran

THE coronation of Mohammed Reza Pahlavi as Shahanshah Aryamehr of Iran, an event of unusual grandeur coinciding with the Shah's birthday and Iran's national day, took place in Tehran on October 26, 1967. The coronation of the Shah and Empress Farah (the latter unprecedented in the Iranian monarchy's 2,500-year annals) was described by the Prime Minister of Iran, His Excellency Amir Abbas Hoveyda, as "a focal point in Iran's history".

The Governor General of Canada, His Excellency the Right Honourable Roland Michener, extended to the Shah a message of congratulations on behalf of the people of Canada, and the Prime Minister, the Right Honourable L. B. Pearson, sent a personal message of felicitations to the Shah and the Empress. The Canadian Government also presented a gift to the Shah and the Empress as an expression of Canada's good wishes. In a reply to the Prime Minister's message, the Shah stressed the warm friendship which had always



During a reception held by the Ambassador of Iran to Canada, His Excellency Moshen Merat Esfandiary, to celebrate the coronation of the Shah of Iran, the Ambassador (centre) chats with the Canadian Secretary of State for External Affairs, the Honourable Paul Martin (left), and Canada's Justice Minister Pierre-Elliott Trudeau.

characterized relations between Canada and Iran, and expressed his conviction that the links of amity binding the two states would be strengthened in the years ahead.

The coronation of the Shah was marked in Ottawa by a special reception given by the Ambassador of Iran to Canada, His Excellency Moshen Merat Esfandiary, at which the Ambassador spoke of the close ties between Iran and Canada. In his reply on behalf of the Canadian Government, the Secretary of State for External Affairs, the Honourable Paul Martin, said:

"It gives me great pleasure, Mr. Ambassador, to say that Canada joins with Iran in rejoicing at the coronation of the Shahanshah on a throne prestigious for 2,500 years and to convey on behalf of myself and the Canadian Government our sincerest felicitations. Canadians have in the past two years been deeply pleased to welcome to our land the Shahanshah and the gracious Empress Farah on two different occasions. It is, therefore, with the esteem born of knowledge that we extend our warmest wishes on the occasion of Their Imperial Majesties' coronation concurrent with the birthday of the Shahanshah and Iran's national day.

"I should like to take this opportunity to express Canada's profound admiration for the Shahanshah's action within Iran founded upon land-reform and literacy campaigns and for his consistent respect to the immensely rich heritage of Iran. As Iran's prestige in international affairs continues to grow, it is my sincere wish that the ties between our two countries, already strengthened by Their Imperial Majesties' visits, may in the future become closer still.

"May I conclude, Mr. Ambassador, with our hope that Iran will continue to be blessed with peace and prosperity under a long and happy reign of Their Imperial Majesties."

At the coronation ceremonies in Tehran, the Canadian Government was represented by Mr. P. D. Lee, Chargé d'Affaires *à.i.* at the Canadian Embassy.



Apartheid

STATEMENT TO THE SPECIAL POLITICAL COMMITTEE
OF THE GENERAL ASSEMBLY OF THE UNITED NATIONS
BY THE CANADIAN AMBASSADOR, MR. PAUL BEAULIEU,
ON NOVEMBER 10, 1967

OVER the past few years, members of the United Nations have found their attention to Southern African matters taken up to some extent by the immediate problems of the illegal declaration of independence by the minority regime of Ian Smith and the status of South West Africa. The human rights aspect of the *apartheid* issue is, to a large extent, fundamental to both those questions, a fact that is often obscured by more immediate crises both for the United Nations and for all those countries which cherish the ideals for which the United Nations stands. By speaking today, my delegation wishes to indicate that the Canadian Government and people continue to be concerned with the question of *apartheid* and believe that, until an approach to race relations in Southern Africa which is more consistent with the dignity of all its inhabitants is found, there can really be no harmony in that area.

The belief in human equality is a basic conception of the United Nations. Canada, like most United Nations members, holds the view that a society such as that in South Africa runs counter to all the fundamental principles of justice. We do not deny that some non-whites in South Africa possess a relatively high standard of living; it would be difficult to expect otherwise in a country as rich in natural and human resources as South Africa. However, this standard of living should not be regarded as a gift from the ruling groups. There are, unfortunately, still many countries in which racial discrimination can be found; human imperfection still exists everywhere. However, there is no country, with the single exception of South Africa, where racial discrimination is enshrined in the legislative fabric of its society and where the government is committed to a policy of systematic segregation. No matter to what heights of material or intellectual achievement a South African non-white may rise, he is still subject to degrading *apartheid* laws. We do not deny the rights of the white population of South Africa; all we and the overwhelming majority of the members of the United Nations say to them is this: We cannot accept racial discrimination; it is a policy which violates the letter and the spirit of the Charter and of the conventions and declarations of the United Nations on human rights, a policy which is not compatible with human dignity.

Canada has faithfully respected the resolutions of the Security Council of August 7, 1963, and December 4, 1963, on the export of arms and military

equipment to South Africa. Canada's policy on the shipment of arms and military equipment to South Africa shows clearly Canada's will to dissociate itself from the enforcement of South Africa's *apartheid* policy.

We share the belief that the United Nations should take positive steps towards the abolition of *apartheid*. This is why the Canadian Government sent a representative to the International Seminar on Apartheid, Racial Discrimination and Colonialism which was held at Kitwe, Zambia We consider the Seminar to have been useful, even though we found ourselves unable to subscribe to the concluding documents in their entirety.

We favour all measures to assist citizens of South Africa who have suffered from *apartheid*. It is for this reason that Canada has contributed \$25,000 to the United Nations Programme for the Education and Training of South Africans.

Canada Reserves its Stand

In recent years, resolutions have been placed before this Committee which characterize the situation in South Africa as a threat to peace and security and call on the Security Council to take measures under Chapter VII of the Charter. My delegation is aware of the tensions existing in South Africa, and of the potential consequences not only for that country but for the whole of Southern Africa of a continued implementation of the policy of *apartheid*. Although the situation in Southern Africa may one day endanger international peace and stability, it appears to us at least doubtful that the provisions of the Charter relating to threats to international peace and security apply in the present circumstances. My delegation therefore reserves its position on this matter. Moreover, we sincerely wonder what a recommendation to the Security Council to impose sanctions could achieve in practical terms. For the Assembly to concentrate on maximum action against South Africa now, in the absence of the agreement of the Security Council, is to force the General Assembly into the position of advocating measures which have little or no hope of implementation and damage the reputation of the United Nations as an effective instrument for keeping international peace.

Canada's policy toward the independent states of Africa is, of course, an aspect of our foreign policy which has evolved separately from our policy on Southern African questions. Canada has sincerely welcomed the attainment of independence by so many African states. We can say in all honesty that our bilateral relations are based firmly on mutual respect and a desire on our part to be of what assistance we can There is, however, one connection between our objectives here and the situation in Southern Africa. We attach great importance to the development of independent African states who have chosen a policy of co-operation between races. Through the example of multi-racial co-operation which has been given by independent African states we can show the world that the solution does not lie in *apartheid* and denial of human rights.

NATO Moves to Belgium

DURING October 1967, the NATO headquarters and the Supreme Headquarters Allied Powers Europe moved to Belgium. Several other command and operational units were also removed from France to other NATO countries. The total time involved was about ten months, although the actual headquarters move took only three weeks. If the problems encountered in moving a household are considered, the complexity of the NATO move may be appreciated.

The distance of the headquarters move was 160 miles, and it involved the crossing of an international frontier. Some 300 tons of documents were moved, together with 350,000 cubic feet of office equipment and material. That the move was carried out without a major hitch is a tribute to the careful planning and efficiency of those responsible.

SHAPE was already settled into its quarters at Casteau when the NATO headquarters moved to its new 50-acre site on the autoroute from Brussels to the International Airport. The site for these temporary quarters was made available by the Belgian Government until permanent quarters could be constructed at Heysel. The erection of the temporary buildings took just six months, under the general co-ordination of the Belgian Ministry of Works.

An Impressive Achievement

Provision of a headquarters complex in such a short time was an impressive achievement, particularly in view of the size of the buildings and the number of necessary roads, parking-lots and gardens — there are 96,000 square metres of garden, parking space for 1,500 cars, and the roads required to service an area of 190,000 square metres.

The new headquarters is a series of interconnected buildings with a floor area of almost 58,000 square metres, which includes 1,320 offices and 15



The new NATO headquarters building complex near Brussels.

conference rooms complete with simultaneous-translation facilities. Press facilities include a theatre, television and radio studios. Various other services, such as restaurants, cafeterias, a post-office, a travel office, a library and technical centres, are included in the complex for the convenience of delegations and a staff which numbers about 2,000.

The complex is also served by an ultramodern communications centre which maintains contact with each national capital and with the command headquarters in all areas of NATO. This facility also provides a continuous flow of information to keep the members of the Council abreast of international developments.

The new headquarters will probably cost \$8 million and the moving expenses about \$6 million. These costs are borne by all member countries in accepted proportions.

Arrangements for Staff Quarters

The move of the Canadian delegation involved 76 members of various departments and their families. The relocation of so many families was naturally a considerable task, since all the other national delegations were moving at the same time. During this period, other international organizations were moving into Brussels, making the rush for accommodation even more hectic. Fortunately, the Canadian Government decided that individuals should not have to find housing under such circumstances, and undertook to locate and lease suitable quarters. Last April, the Department of External Affairs began looking for accommodation for its own members and those of other departments. Before the delegation actually moved, it had engaged, on long-term leases, 51 apartments and 25 houses, all of which were furnished to a high standard. This has not only meant greater convenience for the staff and a smooth relocation operation but has saved considerable public funds. Savings will be realized because of the long-term leases, and are already apparent in the light of the sharp rent increases which have occurred in Brussels since the NATO move.

First Volume of Canadian State Papers

WITH the recent publication of French and English versions of *Documents on Canadian External Relations, Vol. I*, the Department's centennial project reached fulfilment. Although work began several years ago, the process of location and selection of documentation, examination of variants, close editing, indexing, translation, and proof-reading of a 900-page volume has been an exacting task for the few specialists involved. However, the Department's initial venture into the publication of official papers which indicate chronologically the development of Canadian external relations should provide scholars, statesmen, diplomats, and certain sections of the general public with detailed insights into the early formation of this country's foreign attitudes.

Contents of Volume

The historical starting-point for the first unit of what is hoped will be a continuing series was fixed at the year 1909, which marked the establishment of the Department of External Affairs. The present volume spans the period of a decisive decade which saw Canadian external relations expanding in range and complexity. Its contents provide the background of the tentative beginning of Canada's foreign service, the official exchanges connected with the First World War, the Imperial Conferences of 1911 and 1918, the formation of the Canadian navy, the establishment of the International Joint Commission, Atlantic and Pacific fisheries disputes, the question of Asian immigration, various boundary problems, and bilateral relations with many countries. A large number of the memoranda, despatches, letters and telegrams involving such figures of historical note as Asquith, Lloyd George, Churchill, Woodrow Wilson, Taft, Laurier, Borden and many other world figures of the era are publicly reproduced for the first time. Accordingly, this large maroon-coloured volume should provide important reference material for scholars at home and abroad in the years to come.

During the recent past, the Historical Division, with the aid of professional historians and successive Departmental editors, has processed the selection of documents now made public. An analytical index has been provided and though each document is reproduced in the language of the original, all current additions, such as preface, introduction, footnotes, captions and index, will appear in French or English according to the character of the edition. The volume should be of special interest to Members of Parliament, government departments, libraries, posts abroad, foreign chancelleries, and certain Departmental divisions at home. Public sale of *Documents on Canadian External Relations, Vol I, 1909-19*, will take place through the facilities of the Queen's Printer.

Canada and the European Economic Communities

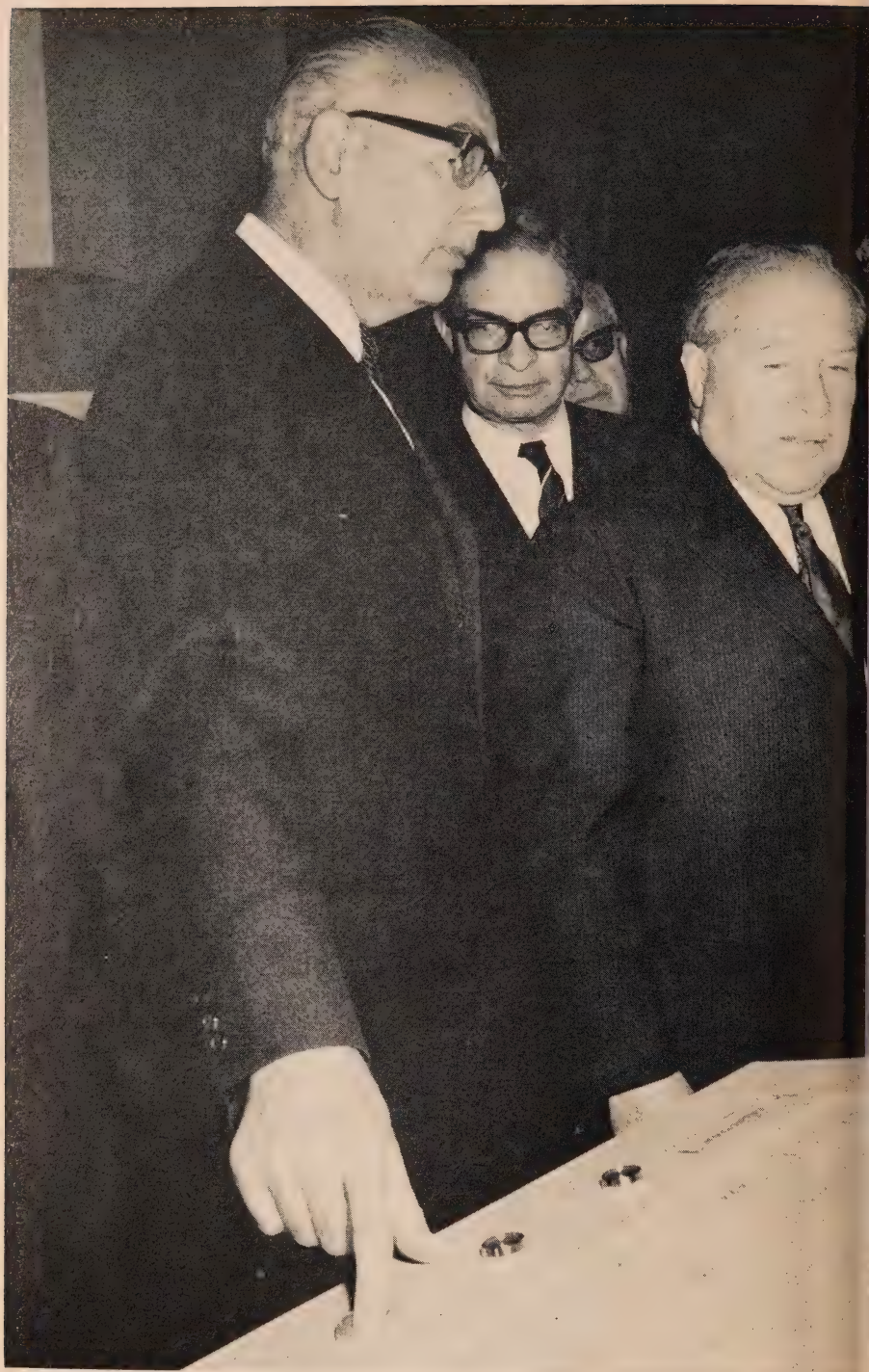
ON September 8, 1967, Mr. Jean Rey, President of the European Economic Communities, made an official visit to Ottawa at the invitation of the Canadian Government. His visit included calls on the Prime Minister, Mr. Martin and Mr. Winters, and a meeting with senior officials from departments concerned with EEC affairs. After his stay in Ottawa, Mr. Rey attended the EEC Day ceremonies at Expo 67 on September 10.

Mr. Rey is the first President of the Unified Commission of the three European Economic Communities — the European Coal and Steel Community, the European Atomic Energy Community and the European Economic Community (or "Common Market"). He was appointed to this position by the EEC Council of Ministers on June 5 following the decision of EEC Ministers, meeting in Rome in May, to implement a treaty of April 8, 1965, which provided for the merger of the institutions of the communities. Mr. Rey, as President of the Commission Unique, now possesses the exclusive formal authority to initiate legislation for these three institutions.

During Mr. Rey's visit to Ottawa, discussion was frank and cordial and covered a wide range of subjects of mutual interest. A significant feature of the visit was the opportunity it provided for Canadian ministers and officials to develop further their acquaintance with the Commission's new President and to demonstrate Canada's active interest in the development of the EEC.

Accompanying the EEC President at Expo's European Communities Day on September 10 was a delegation from the European Parliament, the legislative body of the Common Market. Immediately afterward, the group, composed of representatives of all six member nations (Belgium, France, Germany, Italy, Luxembourg and the Netherlands), held discussions in Ottawa with Canadian Members of Parliament on a variety of topics having to do with Canada-Europe relations: their historic ties, special wartime and postwar links and expanding possibilities for the future.

The Canadian Secretary of State for External Affairs welcomed the Parliamentarians, noting that for both groups 1967 was an important milestone. The visitors were observing the tenth anniversary of the Treaty of Rome, which established the Common Market, and their hosts were celebrating Canada's centenary. Mr. Martin spoke of "the astonishing developments in Western Europe since 1950, proof of the continent's great vitality and inventiveness . . . of the strong conviction held by the pioneers of the European idea, the belief that Europe's hopes for the future lay in a close co-operation which would eliminate nationalistic strife among its members for all time". He praised "the Community's sense of responsibility to countries in need of economic help", its "open attitude toward



the liberalization of world trade" and "readiness to work in a spirit of *détente* and reconciliation toward the states of East Europe".

The principal theme of the Minister's remarks was Canada's keen interest in European developments and the importance Canadians attached to their long-standing and special associations with Europe as a basis for future co-operation founded on mutual interest and concern. Mr. Martin recalled "the ties of family and tradition, of sacrifice and mutual help". "Although geographically Canadians are North American, their society has been founded on immigration from almost every region of the European continent," he went on. "Canada is heir, therefore, to the cultures not only of Britain and France but to those of all Europe, and its spirit is a daily reality in Canadian life. It is not surprising that Canada gave thousands of its sons to defend this tradition in two world wars and today remains deeply involved through the Atlantic alliance in helping to maintain the continent's stability and equilibrium."

Mr. Martin emphasized that Canada was seeking a new kind of partnership with Europe based on the realities of the changing times. He described Canada's situation as that of "a vast country, advanced but still developing, which needs massive investment, foreign as well as domestic". "Trade is the backbone of our economy and we must constantly seek new markets in order to maintain a high standard of living," he said. "I am not revealing any secret when I say that our economic relationship with our giant neighbour is of tremendous importance to us and is likely to remain so." At the same time, he added, "we are extremely conscious of the fact that, unless we can diversify the sources of our trade and investment, our very survival as an independent nation may be in jeopardy." "We do not wish our economic life to be restricted to the North American area alone any more than we would wish to see our distinct personality enveloped by that of the United States" Mr. Martin said. "For these reasons and others, Canada is seeking to expand its markets in your countries and to attract more investment from them. The advantages we have to offer the investor are well known. In other fields, such as science, technology and cultural exchanges, we hope to increase and improve upon what has gone before — and in so doing testify to our faith in the new Europe."

To the question whether Europe would be interested in Canada, the Minister replied: "The heritage of our country's past, the great possibilities here for economic investment and trade and the political significance for Europe of the presence on the North American continent of an independent and dynamic Canada — all of these factors point to the conclusion that Europeans and Canadians have much to do together to their mutual benefit."



Dr. Gerhard Ritter, Commissioner-General of the European Communities Pavilion (left), conducts Mr. Jean Rey, President of the European Economic Communities (centre), through the Pavilion during the EEC Day ceremonies at Expo 67. Shown beside Dr. Ritter is the Commissioner-General of Expo 67, Mr. Pierre Dupuy.

Japan Salutes Canada's Centennial

AT midnight on December 31, 1966, every temple bell in Japan tolled 108 times to usher in the new year in the traditional manner. The peal at the Zojoji Temple at Shiba in Tokyo carried an additional burden — a message of greeting to Canada on the dawning of its centennial year. This salutation was sounded round the world by the bells of many other nations, which had chosen the same way of recognizing Canada's hundredth year as a nation. In Japan itself, the Zojoji Temple was the most eminent of many shrines whose bells rang out a tribute of goodwill to Canada. Arrangements for this nation-wide tintinnabulation had been made by the Maple Leaf Cultural Society — a group of Japanese of Canadian birth now living in Japan — in collaboration with the Canadian Embassy.

The ceremony at the Zojoji Temple was led by the 92-year-old Chief Abbot Shio Bensai Daishojo, and a number of the temple priests. At a signal from the Chief Abbot, the Ambassador of Canada, Mr. Herbert O. Moran, grasped the rope operating the bell-hammer and struck six resounding blows on the great bell, to send its message booming across Tokyo Bay.

The Zojoji Temple, headquarters of the Buddhist Jodo-shu sect, was founded in 1175 A.D. by a monk named Honen. Today, the sect possesses



The Chief Abbot of the Zojoji Temple in Tokyo prepares to ring the great bell of the shrine.

more than 5,000 temples throughout Japan, is served by a priesthood of about 6,000, and has several million followers. The Temple itself, which was founded in 1393 A.D. by the eighth Abbot, had by 1605 been transferred to its present location by the Tokugawa Shoguns, who conferred on it the special favour of choosing it as their family shrine. The main building, twice before destroyed by fire (in 1875 and 1905), was totally demolished during the Second World War. The existing structure, a temporary one, was built in 1951.

The great bell of the Zojoji shrine, which was cast in 1673, weighs about seven tons and is six and a half feet high and more than five feet wide at the mouth.

First Event of Many

The Zojoji bell-ringing ceremony was the first of the many events in celebration of Canada's centenary that took place in Japan during 1967. The newspapers — both in Japanese and English — and seven Japanese television stations devoted an unusual amount of space and time to Canadian affairs. Special Canadian supplements appeared in the press, and numerous Canadian photographs were reproduced in newspapers and magazines. No month went by without the presentation of a special broadcast on Canada by one of the television stations. NHK, the Japanese counterpart of the Canadian Broadcasting Corporation, telecast two hour-long programmes on Canada. A camera-crew was sent to Canada by this station in the spring to shoot six 30-minute features, the focal point of which was Expo 67; these programmes were broadcast in Japan in June and July.

The goodwill so eloquently expressed by the activities described above was warmly reciprocated. Perhaps the most notable Canadian response was the conversion of an undeveloped area in the grounds of the Canadian Embassy in Tokyo into a baseball-field for children attending the nearby Akasaka Primary School. What gave this gesture special significance was the extreme scarcity of unused land in Tokyo, the world's largest city (with a population of over 1 million). Any playground space that becomes available is usually occupied immediately by sports groups from the high schools or universities — with the result that the younger children must play their favourite game, baseball, on the streets. The new playing-field had at first been dubbed "Embassy Stadium" by the newspapers, but, at the suggestion of the Canadian Ambassador, it was renamed "Centennial Stadium".

The Canadian gift was well received in Tokyo. Soon after the opening of the Stadium, a public ceremony of dedication, arranged by metropolitan officials and members of the school-board, was attended by many parents and dignitaries. This event was thoroughly covered in the Japanese newspapers and on radio and television throughout the country. One television station produced a 60-minute programme, watched by 4 million viewers, that consisted of film



Sunday afternoon baseball game between the Akasaka Primary School and a school team from Yokohama. Looking on are the Canadian Ambassador, Mr. H. O. Moran (right background, hands folded), and some of the mothers of the Akasaka players.

footage showing the fledgling baseball-players in action, as well as interview and commentaries on various Canadian matters.

Centennial Visits

Besides the centennial events that took place in Japan itself, there was a considerable exchange of visits between Canada and Japan during 1967.

Their Imperial Highnesses Prince and Princess Takamatsu visited Canada from July 6 to 16. Organized tours of Canada were made by members of the Japan Chamber of Commerce and groups of businessmen from Osaka. Twenty university students paid a visit to Canada, and goodwill missions were sponsored by the Maple Leaf Cultural Society and the Canada-Japan Society. A member of the mission organized by the latter association composed a song entitled "Wonderful Canada", copies of which, in recorded and sheet-music form, were presented to the mayors of the Canadian cities visited during the tour.

The effort to promote Expo 67 in Japan resulted in the presence there at various times during the year of a number of colourful Canadian personalities. Notable among these was the "flying grandfather", Max Conrad, who, with his co-pilot David Shefler, arrived in Tokyo after a world flight in a Piper *Twist Comanche*. Other unusual visitors from Canada were the Indian princess and a model Marlene Jackson and an old-style barbershop quartet.

Cameroun and Canada's Centennial ⁽¹⁾

CANADA's centennial afforded the opportunity for a noticeable strengthening of relations with Cameroun. When Canada-Cameroun relations are discussed, it is often observed that the two countries have many points in common. In both, the French and English languages and cultures exist together in a federal system. Both are "moderate" and "internationalist" in their approach to world affairs. Representatives of the two countries sit side by side in the United Nations, an institution both value highly. But basically, of course, Canada and Cameroun are very different.

On the one hand, there is a husky giant of a nation just turned 100, exulting in the sheer delight of being young and rich and handsome. Canadians were proud of Expo 67 and basked in the attention they suddenly received. At times they complain of the economic indigestion of the modern industrial state or struggle uncomfortably amongst themselves as they learn to live together. Such is Canada, a country of North America. On the other hand, there is the Federal Republic of Cameroun, a sizable region in the centre of an Africa that is no longer "the dark continent, the place of dangerous animals, forest-dwelling natives and a few missionaries", but rather the new Africa, independent, dynamic and determined and able to obtain a hearing for its views and project its own image to the rest of the world. It is still very distant and very different for the average Canadian. Conversely, the modern citizen of Cameroun, who may feel quite at home in Paris or London, has had (at least until very recently) very little acquaintance with Canada. The natural ties of a common environment or education or a long colonial association simply do not exist.

Stronger Ties Desired

For all that, the potential exists for close relations, and there is a large fund of goodwill between the two countries. Canada has frequently manifested its desire for stronger ties with African countries, as witnessed by the increase in its aid programmes and the opening in recent years of several new embassies. French-speaking Africa (four-fifths of Cameroun was formerly administered by France) is an important target for these Canadian efforts. At the same time, Cameroun sees a trustworthy friend in Canada, not motivated by any of the "isms". Canada's co-operation, has, in the past, been far from negligible, particularly in the sphere of education. It provides the basis of confidence and experience on which planning for the future is possible. It remains true, however, that a fundamental obstacle to stronger relations has been a lack of mutual knowledge on the part of the citizens of the two countries. It is in this context that the

1) This article was prepared by the Canadian Embassy in Cameroun.

striking increase this year in contacts between Cameroun and Canada, largely inspired by Expo 67 and the centennial, has been beneficial.

A surprisingly large number of Camerounians made the trip to Canada in 1967. They included leaders in many fields, from the Archbishop of Yaoundé to the director of the official press agency, the Director of Mines and Geology, a senior member of the Health Ministry, the Director of Postal Services, the director of the Société nationale d'Investissements and two senior faculty members of the Federal University of Cameroun. In addition, the Deputy Foreign Minister made a ten-day lecture tour across the country under the auspices of the Canadian Institute for International Affairs. The theme of his lectures was cultural dualism and bilingualism in Cameroun.

Presidential Visit

The most important visitor of all was Cameroun's President Ahidjo, who visited Canada from October 16 to 20. This trip produced a flurry of reports in newspapers and on the radio. In advance of the visit, the Embassy had distributed to the half dozen Camerounian newspapers information and photographs on Expo (including Cameroun's pavilion), on Canadian leaders and on Ottawa and Montreal, which the President visited. Newsreels describing the visit were shown in all Cameroun motion-picture houses for a week. As a matter of course the Embassy was involved in the arrangements for these visits to Canada.

Centennial Celebrations

In Cameroun itself, the Embassy organized various activities to celebrate the centennial. The first major event of 1967 was the large reception given by the Ambassador at his residence in Yaoundé on February 7. The date was well chosen, since July 1 comes at a time when many Yaoundé people are either on tour or on holiday abroad. Moreover, July 1 falls in the beginning of the rainy season in Yaoundé, and we wished to have an alfresco reception in the gardens of the residence, which were then in full bloom. A Canadian flavour was imparted by the band from the Collège Vogt, one of the largest secondary schools in the country, run by the Canadian Christian Brothers. The students played medleys of Canadian folk-songs, including a Confederation arrangement specially made for the occasion. Several members of the Government, many civil servants, the diplomatic corps, and numerous other Canadians and friends (about 400 in all), turned out for the event.

Exhibition and Film Showing

A larger undertaking was the Canadian centennial exhibition held from April 24 to May 5. The director of the French Cultural Centre let us use the Centre's exhibition hall, in which we installed the portable exhibit provided by the Canadian Government Exhibition Commission. We put posters and photographs on the walls, and placed books and magazines in the adjoining reading-room.

The whole effect was a well-balanced and comprehensive view of various aspects of Canadian life. Since the hall was situated in the very centre of the city, the exhibition caught the attention of hundreds of passers-by every day.

In conjunction with this exhibition, the Embassy held a prestige film-showing on April 28. There were, in fact, two showings, one at 6 p.m. open to the public, and the other at 9 p.m. on invitation. The house was filled to overflowing at both hours. We had films specially sent to us by the National Film Board, and great care was taken in making the choice. Five films were selected and their presentation divided into two parts entitled "Canada of Yesterday" and "Canada of Today". One of the first feature films produced by the NFB, *The Drylanders* (shown in its French version *Un Autre pays*), headed the bill. It is the story of a settler's family in Saskatchewan in the first half of the century. The film received a surprising amount of attention in Yaoundé. The comment most commonly heard was one of surprise that Canada had not always been a rich and industrialized country and that much hard work and suffering had gone into the making of the nation.

For July 1 itself, the Ambassador recorded an address for broadcast to the people of Cameroun outlining the meaning of the Canadian centennial. Throughout the year there have been articles in the Cameroun press on Canada to which the Embassy has contributed information and photographs.

While all this interchange has inevitably contributed to a more propitious climate of friendship between the two countries, there is no doubt that the principal basis for our relations lies in the field of technical and economic assistance. Not only have the closer relations brought about by the President's visit to Canada and our centennial activities provided both sides with hopes for a more substantial and more closely-knit programme of co-operation, but 1967 also saw a notable increase in the actual number of Canadians coming to Cameroun under the auspices of the External Aid Office (58 teachers and professors and five doctors) and in the number of Camerounian scholars and trainees (19) studying in Canada. CUSO, a non-governmental volunteer organisation, initiated a programme in Cameroun. Finally, the first major capital-assistance project undertaken by Canada in French-speaking Africa, a bridge over the Nyong River, has been negotiated throughout 1967 to the point where it is hoped that construction will begin shortly.

It might be said in future years that Canada's centennial year marked a turning-point in our relations with this promising Central African country.

Portuguese Territories

On November 10, 1967, Mr. Gordon Cox, Deputy Permanent Representative of Canada to the United Nations, made a statement in the Fourth Committee of the United Nations General Assembly in explanation of Canada's vote on the question of the territories under Portuguese administration. This year Canada abstained on the resolution on this item; at the previous session it voted against the same resolution. The reasons for this change and Canada's position on the resolution are explained in the following extract from Mr. Cox's statement.

... Despite our reservations about the wording of this resolution, which are similar to reservations we had about the resolution approved last year and which we voted against, my delegation intends in the voting today to abstain on the resolution before us. We believe in the basic principles underlying the resolution and we regret very much that, up to now, the Government of Portugal has not discharged its clear responsibility to co-operate with the United Nations. Nor has it given any indication that it intends to alter its attitude to its overseas territories by fulfilling its obligations under Chapter XI of the Charter. Canada believes that Portugal should fulfill these obligations and make provision for significant progress to that end. We have stated these views both publicly and privately.

Mr. Chairman, we should have hoped that the resolution on this item would have been so drafted as to permit a clear demonstration by almost unanimous support of the basic truth that the membership of the United Nations is united in its conviction that the path which Portugal has been following is a wrong one and that the population of the territories now under Portuguese administration have the right to enjoy a peaceful transition to independence.

In this and other problems we consider that real progress can be made not on a basis of a contest of votes but rather in the context of a consensus based on that united conviction. We shall, therefore, abstain from voting on the resolution before us.

New Frontiers in the Law of the Air

SPEECH BY THE HONOURABLE PAUL MARTIN,
SECRETARY OF STATE FOR EXTERNAL AFFAIRS, TO THE
SECOND INTERNATIONAL CONFERENCE ON AIR AND SPACE LAW,
McGILL UNIVERSITY, MONTREAL, ON NOVEMBER 3, 1967

... Your meetings today must have prompted you to reflect on the work of those nations which met in Chicago in the winter of 1944. That was a time when those with foresight were preparing for peace and were recognizing the urgency of radical changes to meet the immediate needs of a vastly different world. Perhaps in no single industry had the effects of war been felt more strongly than in aviation. The war proved beyond doubt the tremendous potential of the airplane both as an awesome and devastating carrier of destruction and a swift and reliable means of transport. It is said that the Second World War telescoped a quarter-century of normal peacetime technological development in aviation into six years. If anything, the pace of this development is accelerating. Due to the ingenuity of the scientist, engineer and businessman, the airplane is now a major instrument of commerce and — what is significant for the lawyer — a creator of major international problems.

Aviation today is mainly an international activity requiring, for safety's sake alone, the most complex co-ordination of technicians and laws. Air law is the result of a compromise between national drives and international imperatives. It is a conglomeration of specific branches of national and international law, both private and public.

Aircraft of one nation travelling through the air-space of several states, landing in others and carrying large numbers of passengers, create many problems of conflicting legal systems. Without determined and imaginative efforts on the part of those concerned with air law, it will be increasingly difficult for the law to keep pace with social and technological development.

But I am not saying anything startling, or even new. The facts are obvious. Nevertheless, the extent of the danger due to the unprecedented growth of the industry has been seriously underestimated.

First Chapter on Air Law

The Chicago Convention of 1944 was a major step towards international legal standardization. It is often called "the Constitution of Air Law" or "the Charter of the Air". At Chicago the strong Canadian delegation, headed by

C. D. Howe, then Minister of Reconstruction, played an active role in support of an international air authority. We were strong proponents of the "freedoms of the air" — a term which the Honourable Adolf A. Berle, then head of the American delegation, attributed to Canada. In fact, "Freedom of the Air", the title of your present meeting, is what the late Mayor LaGuardia referred to at Chicago as the "meat" of the Convention, for it lay at the very centre of the number of services that ought to be permitted on a particular route and the share that each country should have in these services.

The Chicago Convention was but the first chapter, albeit a successful one, in the work of international co-operation which Franklin Roosevelt described then as part of "a great attempt to build enduring institutions of peace". The Canadian Government continues to subscribe fully to this ideal, for, as C. D. Howe said, "if we cannot devise a working system of co-operation and collaboration between the nations of the world in the field of air transport, there will be a smaller chance of our enjoying peace for the remainder of our lives".

We are in an age, as Professor Myres S. McDougal has correctly observed, where the important decisions are taken in direct confrontation between state officials. These officials, often individuals in governmental legal bureaus, value highly the constructive opinions of those whom Director Edward McWhinney has described as "the general pundits" of university law-schools and scientific legal institutes.

Problems of the Future

What are the problems of the future of aviation to which we should all address ourselves? The trend today is towards greater aircraft productivity and more and longer passenger trips. This means larger, faster, costlier and more complex aircraft, flying more often over greater distances. Foreseeable technological developments include "jumbo-jets", supersonic transports, hovercraft, vertical and short takeoff aircraft and, eventually, hypersonic vehicles propelled partially by rocket motors with speed and performance characteristics akin to those of spacecraft. Large investments will be required by all governments and airlines not only for these more sophisticated vehicles but also for related facilities to accommodate the expected increase in traffic. In Canada, we are acutely aware of these problems and are having to revalue estimates we made only a few years ago. The new Canadian Transport Commission is part of our general effort to improve methods of study and co-ordination in the whole field of transportation, including aviation.

The Chicago Convention was a dual-purpose treaty. It contained an international civil aviation code and it established the International Civil Aviation Organization (ICAO). There are now over 115 member states in ICAO. It is a continuing source of pride to Canadians that ICAO should have its headquarters in this city. Every day ICAO assists in matters of co-ordination, technical assistance and education to help its members with difficulties which

are often beyond their individual ability to overcome. Considerably more could be done, however, to utilize ICAO for the general benefit. Greater use of ICAO machinery for the settlement of disputes should be actively encouraged. The economic necessity of using the large and costly aircraft to their fullest capacity, and therefore of international airlines obtaining traffic rights in as many places as possible, underlines the desirability of having impartial means of arbitrating disputes and a larger degree of standardization and unification in the rules, regulations and laws governing the international use of air space. The international legal implications of aircraft now in the drafting and experimental stages of development also require our urgent attention. Take the hovercraft, for example. Is it a surface vessel or an airplane? The legal arguments need resolution, since this vehicle has a potential for international commerce.

Canada Integrates International Services

In 1964, Canada faced domestically something similar to what is now a common international problem: the competing claims and interests of large airlines. The Government decided that the international air services provided by Canadian airlines should be integrated into a single plan which would avoid unnecessary competition or conflict. This means that outside Canada neither of our two major airlines (Air Canada and Canadian Pacific Airlines) serves any point served by the other. The Government also made it clear that any development of competition in domestic mainline services must not put the Government airline, Air Canada, into the red. In addition, Canadian regional air-carriers were given an enlarged role in relation to domestic mainline carriers. The application of these three principles has strengthened Canada's position in world aviation. For instance, since 1964 there have been successful negotiations with several countries designed to achieve international route extensions and improvements for both Air Canada and Canadian Pacific Airlines.

Projecting this domestic example on to the international scene would be to suggest that perhaps the logical course for public and private international air law is in the direction advocated by the late John Cobb Cooper, the first Director of the then McGill Institute of International Air Law, of one set of rules to govern all flight at whatever altitude.

Lessons of Outer Space

If international air law is to abandon the techniques of bilateral negotiation, with its "jungle" of complicated agreements based on the narrow application of national sovereign rights, then it could probably take a lesson from developments in the law of outer space. A new frontier for the law of the air figuratively and literally lies at the fringe of outer space. In 1963, the UN Declaration of Legal Principles Governing Activities by States in the Exploration and Use of Outer Space marked the end of the speculative phase in which the "general

pundits" conjectured on whether certain maritime and air law principles of national sovereignty and freedom of the seas were applicable in outer space. Events since then, such as the recent Outer Space Treaty, suggest that a new legal order is emerging — that of the world community acting for the common good and welfare of all mankind.

The main provisions of the Outer Space Treaty are that outer space, the moon and other celestial bodies shall be explored and used for peaceful purposes only. Like the Limited Test Ban Agreement of 1963, it is part of a series of international agreements leading towards general and complete disarmament. More agreements, it is to be hoped, are on the way — a non-proliferation treaty and, interestingly, an item now before the General Assembly calling for a treaty on the peaceful use of the sea-bed and the ocean-floor and their resources in the interests of mankind. First outer space, now the sea-bed and the ocean-floor. What environment will be next? Air space? What a blessing it would be if by universal agreement the use of the air were reserved exclusively for peaceful purposes, in the common interest of all men.

The main thrust of outer-space law is today towards two conventions — one on assistance and return of astronauts and space vehicles, the other on liability for damage caused by the launching of objects into outer space. The implications of these conventions for air law are obvious. Considerable attention is also being given to defining outer space in legal terms. Again, this cannot but affect the law of the air for, apart from drawing a boundary between air and space, there is the related problem of defining spacecraft and hybrid air-and-spacecraft in legal terms and of co-ordinating international regulations for their use in air space. We must avoid the confusion of having different and possibly conflicting regulations for space vehicles and aircraft flying in the same environment. In this regard, it seems a pity that there is not more contact between air lawyers and space lawyers.

Problem of Noise

Let us look for a moment at a few problems which will require international legal action. A major problem facing us all in this machine age is noise. We are continually bombarded with noise and, despite our increasingly elastic thresholds of tolerance, jet aircraft have multiplied this attendant disturbance to the point of nuisance. Unless there are some major technological improvements, the larger and faster jets, with their greater power take-offs and shallower landing paths, will compound this problem. There are several possible solutions: airport curfews, to permit some quiet periods; relocation of airports and runways and restrictions on building near them; and better insulation of dwellings and offices. But each of these national solutions will require some kind of international agreement to be made completely effective. I hope that the Fifth Air Navigation Conference of ICAO, starting in Montreal soon, will succeed in agreeing on an international standard unit for noise-measurement as the first

step towards an international agreement on aircraft noise. Perhaps international air lawyers could then produce regulations and provisions for their world-wide enforcement. The time may come when all new aircraft will be required to demonstrate that they do not exceed a set of internationally-accepted noise levels.

One of the agreements signed at Chicago was the International Air Services Transit Agreement — commonly known as “the two freedoms agreement” — in which freedom of mutual overflight was guaranteed. Such flights, if at supersonic speeds, promise to disturb and annoy those on the ground under the SST’s flight path. Consequently, if overflight is to be permitted, international agreements will have to be reached on the level of the noise from the sonic boom to be tolerated.

Domestically, old common law conceptions of property ownership from the soil upwards *usque ad coelum* have been limited legislatively and judicially to meet the requirements of country-wide air travel. To have recognized private claims to air-space would have interfered with development of aviation in the public interest. The extent to which airlines will be able to take advantage of technological progress in aviation will depend upon the willingness of countries to exchange “freedom of the air” on a multilateral basis.

Problem of Liability

Another specific problem is that of liability. In 1965 the United States denounced certain provisions of the Warsaw Convention of 1929 limiting the liability of air-carriers for personal injury or death of passengers in international air-carriage. This denunciation was withdrawn last year when most of the world’s major airlines entered into an agreement in which they accepted considerably increased limits of passenger liability. It would not seem advisable, however, that a matter of this nature, which is really one of governmental responsibility, should continue to function for too long as an agreement between carriers. It is time some fresh attempts were made to draft new protocols perhaps introducing some flexibility in the amount of the limits of liability. I might mention that the draft convention on liability now under active consideration in the UN Legal Sub-Committee on Outer Space will probably adopt criteria of absolute liability for damage caused on earth or in the air space. Urgent thought should, therefore, be given by air lawyers as to how this may affect private international air law.

Still another problem which may require action internationally is that of integration. There is a growing tendency towards private arrangements for international co-operation. There are pooling arrangements, airline unions and various regional efforts at multilateralism such as the Scandinavian Airline System and Air Afrique and the proposed Air Union in Europe. The enormous cost of the next generation of aircraft will accelerate the merging process and, in turn, cause further difficulties in the negotiation of traffic rights, particularly if each of these new organizations considers its individual members to be one

entity. Many bilateral agreements will become obsolete and require complicated renegotiation. On the brighter side, however, these same joint operational arrangements may well be regarded as useful precedents for future far-reaching multilateral conventions.

The airplanes of the past will serve the common interests of the future no better than will the law of the past. Therefore we must effect a breakthrough in legal attitudes every bit as impressive and functional as the everyday wonders in which we fly. More effort should be made by governmental policy-makers by the academic community and the legal fraternity, to insure that international civil aviation realizes its full potential for the economic and cultural development of our world.

There is a requirement for multilateral agreements regulating the scheduled commercial operation of international civil aviation. A serious attempt was made at Chicago in the International Air Transport Agreement and in the forthright proposal by Australia and New Zealand, supported, I understand, by France, of a plan for the internationalization of civil aviation. We should not, nor, if the predictions are accurate, can we, continue to say that the time is not yet ripe for such a development. Nevertheless, whatever international arrangements are made, they must ideally be both fair and functional and allow for profitable commercial operations and future expansion. Moreover, they should bring to the industry a far larger amount of certainty than that which exists today, thereby enabling airlines and governments to effect more orderly planning and programming to avoid such troublesome matters as excess capacity.

I have spoken mainly in general terms, for I realize fully that I am in the company of highly-qualified air-law experts. To my mind, international air law may be at an important crossroad. We should probably be wise to use this opportunity to review the path of past practice and to consider "banking" in the direction of common international reform, wherein lie promising new frontiers.

French Students Visit Canada

THE Department of External Affairs, in co-operation with the Department of the Secretary of State, last summer welcomed to Canada two groups of French college students. The visits, which were part of the programme of cultural exchange with French-speaking countries, were organized for the purpose of enabling the prize-winners of the General Competition of France and the winners of the "Concours Connaissance du Canada" ("Let's Know Canada") to become acquainted with Canada and Canadians.

Winners of the General Competition

The visit of the winners of the General Competition, which was first discussed at the Franco-Canadian cultural meeting held in Paris in the autumn of 1965, gave six boys and four girls between 15 and 18 years of age the opportunity of



Visiting French (lycée) students (left to right): Pierre Bringuier, first prize in philosophy; Daniel Bouton, first prize in history; Helene Izarn, first prize in English; Bertrand Heilbronn, first prize in physics; Sylvaine Pasquet, first prize in French composition; Christophe Coule, first prize in mathematics; Dominique-Etienne Lahary, first prize in geography; Françoise Laganne, second prize in philosophy; Philippe Gross, first prize in natural science; Odile Wehrle, first prize in drawing.

touring Canada during the summer months. The General Competition is open to the best students in the final grades of the French *lycées*, the awards going to those who finish first in each branch. Everywhere they went in Canada the laureates were the guests of Canadian families. They visited Expo 67 in Montreal and attended the Pan-American Games in Winnipeg, the Calgary Stampede, and the Stratford Shakespearean Festival.

Winners of "Concours Connaissance"

The "Concours Connaissance du Canada" was organized by the French Department of National Education, assisted by Mr. Bordaz, Commissioner-General for French participation in Expo 67. A large number of *lycéens*—all in the final grades—took part in the competition, the prize for which was a trip to Montreal at the expense of the French Pavilion and the French Line.

Since the French initiative was well adapted to the framework of cultural exchange between Canada and France, the Canadian Government offered the young laureates the chance to continue their travels beyond Montreal, in order to let them meet a few more families and become acquainted with Canadian institutions and customs. After visiting Ottawa, Toronto, Fredericton, Moncton and Halifax, they spent a few days in Quebec City, where they finally boarded the SS *Flandre* on August 31 to return home.

Mr. Pelletier Visits Latin America

LATIN America, a vast region until recently little known to Canadians even though they shared the same hemisphere, has in the last few years become a focus of attention. This developing interest was demonstrated by the Canadian Government when, some months ago, it asked Mr. Gérard Pelletier, Parliamentary Secretary to the Secretary of State for External Affairs, to visit certain countries of Latin America, where he spent most of September.

Though his tour had no specific aim, Mr. Pelletier was, first and foremost, the bearer of a message of friendship. Having developed a personal interest in Latin America since his appointment as Parliamentary Secretary last April, Mr. Pelletier wished to discuss, wherever possible, matters of mutual concern such as bilateral relations and current problems, both regional and international. He took this opportunity to meet Canadian ambassadors and *chargés d'affaires*



During a visit to the Caracas newspaper *El Nacional*, Mr. Gérard Pelletier (second from right) poses for a photograph with Lic. Garcia, Venezuelan Ministry of Foreign Relations (left), Dr. Ramon Velasquez, Managing Editor of *El Nacional* (second from left), and Mr. Gilles Godfrey, Third Secretary at the Canadian Embassy in Caracas.

at the nine posts he visited to learn of their activities and their problems. He met Canadian missionaries and members of the Canadian University Service Overseas, who are numerous in many of these countries.

Dominican Republic and Venezuela

Mr. Pelletier made a brief stop in the Dominican Republic. After visiting a few historical sites, he had an interview with Mr. Fernando Amiana Tio, Minister of Foreign Affairs. After leaving the Dominican Republic, Mr. Pelletier spent about three days in Caracas, where he had fruitful discussions on matters of mutual interest with Dr. Antonio Mayobre, Minister of Mines and Hydrocarbons, Dr. Paul Voos, Acting Minister of Foreign Affairs, Dr. Dubuc, Chairman of the Congress, and Dr. Guido Crocours, Director of the Central Information Bureau of the Presidency of the Republic. He also met Dr. Velazquez, managing editor of the newspaper *El Nacional*.

Brazil and Argentina

Mr. Pelletier next went to Rio de Janeiro. After meeting the Minister of External Relations, Mr. Magalhes Pinto, he had conversations with Mr. Valente and Mr. Ramiro Guerrero, respectively *pro tempore* Secretary-General and Assistant Secretary-General of Itamarati. Brazilian officials gave a lunch in his honour at which journalists of the international press agencies and representatives of the most important Brazilian newspapers were present. In Buenos Aires, Mr. Pelletier met privately with the Deputy Minister of Foreign Affairs, Dr. Mazzinghi, the Chief Commander of Argentina's Army, General Algosaray, and Mr. Bonetto, President of the Brotherhood of Railway Employees.

Chile

In Santiago, Mr. Pelletier's visit coincided with preparations for the national day, September 18, for which reason it was not possible to discuss extensively all the subjects he had in mind. Nevertheless, he had the opportunity of meeting a few prominent persons. As a guest of the Chilean Government, he attended the performance of Puccini's *La Bohème*, where he was introduced to President Frei, Mr. Illianes, Chief Justice of the Supreme Court, and several ministers, with whom he had brief conversations.

Peru and Colombia

Since the Canadian University Service Overseas (CUSO) is a new organization, Mr. Pelletier was anxious to discuss some of its problems. He had discussed CUSO in Chile before going on to Peru and Colombia, where many Canadians are working within the structure of this programme. Mr. Pelletier also talked with the political leaders of these countries. In Lima, he met President Balaundino. He also met Dr. Edgardo Seoane, Prime Minister and Minister of Foreign Affairs, Mr. David Aguilar Cornejo, Chairman of the Senate, and Mr. Armand

Villanueva del Campo, Chairman of the House of Deputies. At Bogota, his next stop, Mr. Pelletier paid visits to the *pro tempore* Minister of External Affairs, Mr. Morales, and to the Chairman of the Senate, Mr. Mosquera. At a luncheon given by the Ambassador, Mr. Cleveland, he also had talks with General Ordonez, Mr. Bétancourt, Minister of Education, Mr. Garces, Minister of Public Works, and the editors of *El Tiempo* and *El Espectador*, the two leading newspapers.

Costa Rica

Before returning to Canada, Mr. Pelletier visited San José, Costa Rica in Central America : he was the guest of President Trejos. While in Costa Rica, he also met the Vice-Minister of External Relations, Dr. Dobles Sanchez, the Minister of Industry, Mr. Jimenez de la Guardia, Mr. Garron, Chairman of the Legislative Assembly, and Mr. Antillon, Director of Political Affairs in the Department of External Relations.

Mexico

On the last leg of his trip, Mr. Pelletier stopped for three days in Mexico. He discussed matters of mutual interest with the Minister of Foreign Affairs, Mr. Antonio Carillo Flores, Me Victor Urquidi, Director of the College of Mexico, Me Victor Manzanilla, Director of Legislation for the Government, Me Julian Diaz Arias, editor of the magazine *Nacional Financiera*, and Monsignor Ivan Illich, Director of the intercultural Information Centre. Mr. Pelletier also visited the Anthropological Museum of Mexico.

For Canada, Mr. Pelletier's visit was a further step towards closer relations with the countries south of the Rio Grande. New contacts have been established with the authorities of these countries and a better knowledge of their problems obtained, which will give a deeper meaning to mutual relations between Canada and the countries of Latin America.

Visits of Heads of State or their Representatives

AT the invitation of the Governor-General, heads of state or their representatives from five countries visited Canada in the latter half of October, as detailed below, concluding the official centennial year visits programme.

Republic of China

Huang-Shao Ku, Vice-President of the Executive Yuan, accompanied by the Honourable Wei Tao Ming, Minister of Foreign Affairs, and the Honourable Li Kwoh Ting, Minister of Economic Affairs, were in Canada from October 6 to 13, visiting Victoria as well as Ottawa and Expo 67.

Nigeria

Rear Admiral Joseph Wey, Member of the Federal Supreme Military Council, accompanied by Alhaji Monguno, Commissioner for Trade and Industry, paid an official visit to Canada starting in Ottawa on October 10. After attending ceremonies marking their country's national day at Expo 67, the Nigerian party left for home on October 14.

Niger

President Diori, accompanied by the Honourable Barkiré Alidou, Minister of Economic Affairs, Commerce and Industry, the Honourable Abdou Sidikou, Secretary of State for Foreign Affairs, and senior officials, paid an official visit to Canada from October 11 to 14, with stops in Ottawa and at Expo 67.

Cameroun

President Ahijo, accompanied by the Honourable Oumarou Sanda, Minister of Justice and Keeper of the Seal, the Honourable Daniel Massuka, Minister of Economic Affairs, and the Honourable Bernard Fonlon, Associate Minister of Foreign Affairs, began an official visit to Canada in Ottawa on October 16. After attending ceremonies marking their national day at Expo 67, the Cameroun party left for home on October 19.

Democratic Republic of the Congo

The Honourable Jean Theodore Lutete, Associate Minister of Foreign Affairs, and officials, represented President Mobutu on an official visit to Canada from October 18 to 21. The party visited Ottawa and Expo 67.

External Affairs in Parliament

Statement by the Prime Minister

The following statement was made in the House of Commons by the Prime Minister, the Right Honourable Lester B. Pearson, on November 28 :

Mr. Speaker, I should like to make a short statement commenting on one made yesterday in Paris by General de Gaulle. . . .

I said in my statement of July 25, 1967, Mr. Speaker, commenting on some earlier remarks of the President of the French Republic, that Canada had always had a special relationship with France, which was the motherland of so many of its citizens. I said we attached the greatest importance to our friendship with the French people; that it had been and remained the strong purpose of the Government of Canada to foster that friendship. I should like to confirm those words today. . . .

I do not propose to deal in any detail with General de Gaulle's statement of yesterday, a statement very carefully prepared and made to the press. General de Gaulle's statement will obviously arouse discord in Canada. I am sure the people of this country will be restrained in their response to it, as I am in mine today, so as not to serve the purposes of those who would disunite and divide our country.

I believe the statement distorted some Canadian history, misrepresented certain contemporary developments and wrongly predicted the future. This statement was not merely a commentary on Canadian domestic or foreign policies, which could have been ignored; it was an intervention in those policies by the head of a foreign state. As such it remains unacceptable. Indeed, Mr. Speaker, in this case it is intolerable that a head of a foreign state or government should commend a course of political or constitutional action which would destroy Canadian Confederation and the unity of the Canadian state.

The future of Canada, Mr. Speaker, will be decided in Canada, by Canadians.

I have confidence, and I know all members of this House have confidence, in the ability and good sense of all Canadians, French-speaking or English-speaking, to make the right decision. They will do it in their own way and through their own democratic process. I believe this decision will require further constitutional changes to bring our federalism up to date and to ensure, among other things, that French-speaking Canadians who form one of our two founding cultural and linguistic groups, or societies if you like, will have their rights accepted and respected in Canada.

I agree also that the Federal Government — any Federal Government — should encourage and promote special and close cultural relations between French-speaking Canadians and France and other French-speaking countries.

Indeed, Mr. Speaker, we are doing that. There should be no argument on this score, except with those who wish to use these relations to destroy the Federal Government's responsibility for foreign affairs, and that we do not accept.

Canada is a free country and its people govern themselves. Canadians in Quebec and elsewhere in Canada have the right to exercise fully their political rights in federal and provincial elections. Self-determination is no new discovery for us.

We do not need to have it offered to us. To assert the contrary is an insult to those who discharge their democratic privileges as Canadian voters and to those who serve their country in this House or in provincial legislatures.

To those who would set us free, we answer : "We are free". To those who would disunite us, we answer : "We remain united, in a federal system which is being brought into line with the requirements of our time and of our origin and history". On April 19, 1960, the gallant and illustrious head of another state, speaking in Ottawa, had this to say; I quote from his speech :

"And now, how do you Canadians appear to us ? Materially, a new country of vast size, mighty resources, inhabited by a hard-working and enterprising people. Politically, a state which has found the means to unite two societies very different in origin, language and religion; which exercises independence under the British Crown and forms part of the Commonwealth : which is forging a national character even though spread out over three thousand miles alongside a very powerful federation; a solid and stable state."

Mr. Speaker, I agree with those words of General de Gaulle in 1960. I disagree with his words in November 1967.

Rhodesia

To a question, on November 14, whether Canada contemplated an initiative to narrow the gap between the British Government and Mr. Smith's Government in Rhodesia, the Secretary of State for External Affairs, the Honourable Paul Martin, replied :

Mr. Speaker, if the Canadian Government were in a position to further this matter outside the context of the United Nations, where this problem presently resides, . . . the Government would be only too anxious to do all that could be consistent with its declared policy — a policy which is supported by all the Commonwealth governments.

However, the matter is now before the United Nations. The Secretary General will shortly be making a report on the operation of sanctions, and I think until that report has been made it would not be prudent to go any further at this moment.

Situation in Cyprus

On November 22, the Secretary of State for External Affairs and Acting Prime Minister, the Honourable Paul Martin, was asked: "In view of the very disturbing reports from Cyprus in recent hours, can the Minister give the House any indication of conditions there, and indicate what initiative his Government might be taking in order to forestall further deterioration of the situation?" Mr. Martin replied as follows:

Mr. Speaker, as my honourable friend knows, some of the Canadian participants in the United Nations Force did run into some trouble with one group of the Cypriot population. The commander of the United Nations Force and the commander of the Canadian contingent of that force have registered protests, and the Government itself.

With regard to the efforts being made to resolve the problem, which is one that has been causing concern, the Canadian Government has taken an initiative with two other countries. This initiative is now the subject of discussion with the Governments of Turkey and Greece. I saw the Ambassadors of Turkey and Greece last evening. Our Ambassador in Athens has had discussions with the Minister of Foreign Affairs for Greece within the past 24 hours. Likewise, our Ambassador in Ankara has had some conversations with the Foreign Minister for Turkey, and I myself have also been in touch with the latter. Our Ambassador to the United Nations has been instructed to discuss this matter with the Secretary-General, and the steps we have undertaken, if acceptable, I think will greatly contribute to the stabilization of the situation.

To a further question whether consideration was being given "to the situation of the Canadian contingent in relation to measures to be taken to afford the protection to that contingent in the event the situation there should further deteriorate, creating further danger", Mr. Martin answered:

... Once the Canadian Government and the Parliament of Canada approve Canadian participation in a United Nations Force, the command and the course to be followed by that Force is determined by the Commander of the United Nations Force, on instructions from the Secretary-General and the Security Council. This will be the procedure observed in this case, as it has been in other circumstances.

As my colleague the Minister of National Defence pointed out the other day, contingent plans in this situation have been made. I should not want this reply, however, to indicate that I do not believe an improvement has resulted from the efforts that have been made within the past 48 hours. I think the situation has improved.

A second set of questions went as follows: "I ask, first, with whom has the Canadian commander lodged a complaint (concerning reports of the mistreatment

of several Canadian soldiers on Cyprus)? Is it with the Government of Cyprus, the Government of Turkey or the Government of Greece? Second, with regard to the reports that the Prime Minister of Canada is conferring with the Prime Minister of Great Britain, what initiatives are being proposed? Has the Minister any information regarding this matter?" Mr. Martin replied:

The protests were lodged with the Turkish Cypriot leadership. With regard to the discussions the Prime Minister will have on this and other questions, the Prime Minister will make a report, of course, when he returns; but the proposals that are now being discussed with the countries concerned respecting the Cypriot situation are in the stage of proposals and negotiations. Until we have had reactions from all concerned, it would be inappropriate to go any further.

The next day Mr. Martin answered as follows an inquiry as to "what practical proposals he and his Government are making toward a solution of the crisis on the island of Cyprus":

Mr. Speaker, I am sure my honourable friend will appreciate that when negotiations are under way it is not always desirable to give with precision the response sought in his question. But I should like to say, to the extent that it is possible to deal with this matter now, the House will recall I stated last week that, before the outbreak of fighting at Ayios Theodoros in Cyprus, Canada has been developing certain proposals for early action through the United Nations Security Council, designed to enable the UN and its special representative in Cyprus to act effectively to preserve peace on the island.

Since Sunday night we have been involved in a series of contacts in Ankara, Athens, Nicosia, London, Ottawa and Washington, together with representatives of the United States and the United Kingdom, designed to assist in clarifying the positions and proposals of the two main parties to one another so there is no misunderstanding of a kind which could produce a catastrophe, and so that each may consider the ideas of the other with a view to evolving a compromise which is being sought at this very moment.

As the public statements of the parties have indicated, the points at issue with which the Canadian approaches have been concerned . . . include such topics as the presence of both Greek and Turkish forces on the island, the extensive military preparations that have been made by Turkey, and the question of the kind of role the United Nations could play within Cyprus to assist the authorities of that island and help bring about peaceful conditions.

The purpose of the consultations is also to see if there is any basis for moving from a solution of the immediate crisis which is before us toward some more large-scale solution of the basic issues at a later stage. We are examining this together with the nature of the role of the United Nations at the present time in Cyprus. Consultations that we have had, which I referred to yesterday, in Ankara and in Greece have not yet revealed any agreement, but these contacts are continuing.

Law of the Sea

In response to a question on November 9 as to whether "the Government is now taking action to initiate the calling of a further international conference on the law of the sea under the auspices of the United Nations, in order to resolve many outstanding differences in this field of international law", Mr. Martin stated :

Mr. Speaker, it would not be accurate to say that we were having consultations about calling a Conference on the Law of the Sea under the auspices of the United Nations, but the Government is considering along with certain other countries the possibility of a conference that would cover such matters as conservation

"Is it the intention of the Government to ask Parliament during this session to ratify the four conventions on the law of the sea, to which Canada subscribed and which, I believe, are now in force?" another Member asked. Having ascertained that the question referred to the Continental Shelf Convention, Mr. Martin replied :

The Continental Shelf Convention is one of four conventions signed by Canada at the conclusion of the Law of the Sea Conference in 1958. It has not yet been ratified by Canada. It was felt best to ratify the four conventions together. However, I can point out . . . that it is not necessary to ratify the Continental Shelf Convention in order to exercise the rights which are recognized in the Convention. These rights are, in general, part of international law and Canada has continuously exercised them.

As far as ratification of the four conventions is concerned, there are technical aspects which have been under examination and we hope to have a clarification of these very soon.

FORTHCOMING CONFERENCES

Colombo Plan Consultative Committee Meeting: Rangoon, November 21 - December 1
International Symposium on Industrial Development: Athens, November 29 - December 2
Commission on Narcotic Drugs, twenty-second session: Geneva, December 4-20
NATO ministerial meeting: Brussels, December 12-14
UNCTAD: New Delhi, February 1 - March 25, 1968
Permanent Joint Board on Defence, 120th meeting: Ramey Air Force Base, Puerto Rico
February 12-16, 1968
International Year Symposium on Human Rights: Montreal, March 22-27, 1968
Industrial Development Board: Vienna, April 1968
International Conference on Human Rights: Tehran, April - May 1968
International Conference on the Exploration and Peaceful Uses of Outer Space: Vienna
August 17-28, 1968

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. P. L. McKellar posted from Ottawa to the Canadian Embassy, Paris, effective September 5, 1967.
Mr. G. J. Wilson appointed to the Department of External Affairs as Administrative Trainee, effective September 11, 1967.
Mr. J. E. Thibault, Canadian Ambassador to Cameroun, appointed concurrently Canadian Ambassador to the Central African Republic, effective September 23, 1967.
Mr. G. F. Noble resigned from the Department of External Affairs, effective September 29, 1967.
Mr. J. C. W. Wood posted from the Office of the High Commissioner for Canada, Lagos to the Canadian Embassy, Madrid, effective October 1, 1967. *and has son Alex with him.*
Mr. G. P. Kidd seconded from the Canadian Embassy, Washington, to the External Affairs Office as Deputy Director-General, effective October 1, 1967.
Mr. P. M. Towe reappointed to the Department of External Affairs as Minister at the Canadian Embassy, Washington, effective October 1, 1967.
Mr. J. C. Britton appointed to the Department of External Affairs as Foreign Service Officer 8, effective October 1, 1967.
Mr. P. A. R. MacMillan resigned from the Department of External Affairs, effective October 1, 1967.
Miss N. A. Brennan appointed to the Department of External Affairs as Administrative Trainee, effective October 1, 1967.
Mr. Y. Beaulne, Minister at the Canadian Embassy, Washington, appointed Canadian Ambassador to Brazil, effective October 2, 1967.

- Mr. D. B. Hicks posted from the Office of the High Commissioner for Canada, New Delhi, to the Office of the High Commissioner for Canada, Nairobi, effective October 2, 1967.
- Mr. J. K. Starnes, Canadian Ambassador to the United Arab Republic, posted to Ottawa, effective October 2, 1967.
- Mr. J. Bruchesi, Canadian Ambassador to Argentina, posted to Ottawa, effective October 5, 1967.
- Mr. F. D. Martens posted from Ottawa to the Canadian Embassy, Tel Aviv, effective October 5, 1967.
- Mr. K. L. Burke posted from the Canadian Embassy, Warsaw, to Ottawa, effective October 6, 1967.
- Mr. B. C. Butler, High Commissioner for Canada in Singapore, posted to Ottawa, effective October 6, 1967.
- Miss M. Gowler posted from the Canadian Embassy, Belgrade, to Ottawa, effective October 7, 1967.
- Mr. M. A. Hendrick posted from Ottawa to the Canadian Embassy, Belgrade, effective October 7, 1967.
- Mr. D. S. Wright posted from Ottawa to the Canadian Embassy, Warsaw, effective October 9, 1967.
- Mr. C. Alasco appointed to the Department of External Affairs as Personnel Administrator 4, effective October 10, 1967.
- Mr. J. George, Minister at the Canadian Embassy, Paris, appointed High Commissioner for Canada in India, effective October 14, 1967.
- Mr. T. J. Pinnacle posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur, effective October 14, 1967.
- Mr. G. L. Bryson appointed to the Department of External Affairs as Financial Administrator 2, effective October 16, 1967.
- Mr. R. G. Demers resigned from the Department of External Affairs, effective October 20, 1967.
- Mr. G. S. Shortliffe posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur, effective October 20, 1967.
- Mr. G. S. Murray posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective October 22, 1967.
- Mr. J. G. Hadwen appointed High Commissioner for Canada in Malaysia, effective October 26, 1967.
- Mr. E. L. Jarvis posted from the Canadian Embassy, Tel Aviv, to Ottawa, effective October 27, 1967.
- Mr. R. E. Branscombe posted from the Canadian Embassy, Oslo, to the Canadian Embassy, Djakarta, effective October 30, 1967.

TREATY INFORMATION

Current Action

Bilateral

Japan

Agreement between the Government of Canada and the Government of Japan relating to the Canada Pension Plan.

Ottawa September 22, 1967.

Entered into force September 22, 1967.

Norway

Convention between the Government of Canada and the Government of the Kingdom of Norway for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.

Signed at Ottawa, November 23, 1966.

Instruments of Ratification exchanged at Oslo August 24, 1967.

Entered into force August 24, 1967.

United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America revising the Agreement of November 15, 1963, providing for joint co-operation in civil emergency planning.

Ottawa August 8, 1967.

Entered into force August 8, 1967.

Multilateral

Convention on facilitation of international maritime traffic.

Done at London April 9, 1965.

Signed by Canada April 9, 1965.

Canada's Instrument of Ratification deposited July 18, 1967.

Entered into force for Canada September 16, 1967.

Treaty on principles governing the activities of states in the exploration and use of outer space including the moon and other celestial bodies.

Done at London, Moscow and Washington January 27, 1967.

Signed by Canada at London, Moscow and Washington January 27, 1967.

Entered into force October 10, 1967.

Canada's Instruments of Ratification deposited at London, Moscow and Washington October 10, 1967.

Entered into force for Canada October 10, 1967.

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